

GENERAL PLAN

City of Capitola

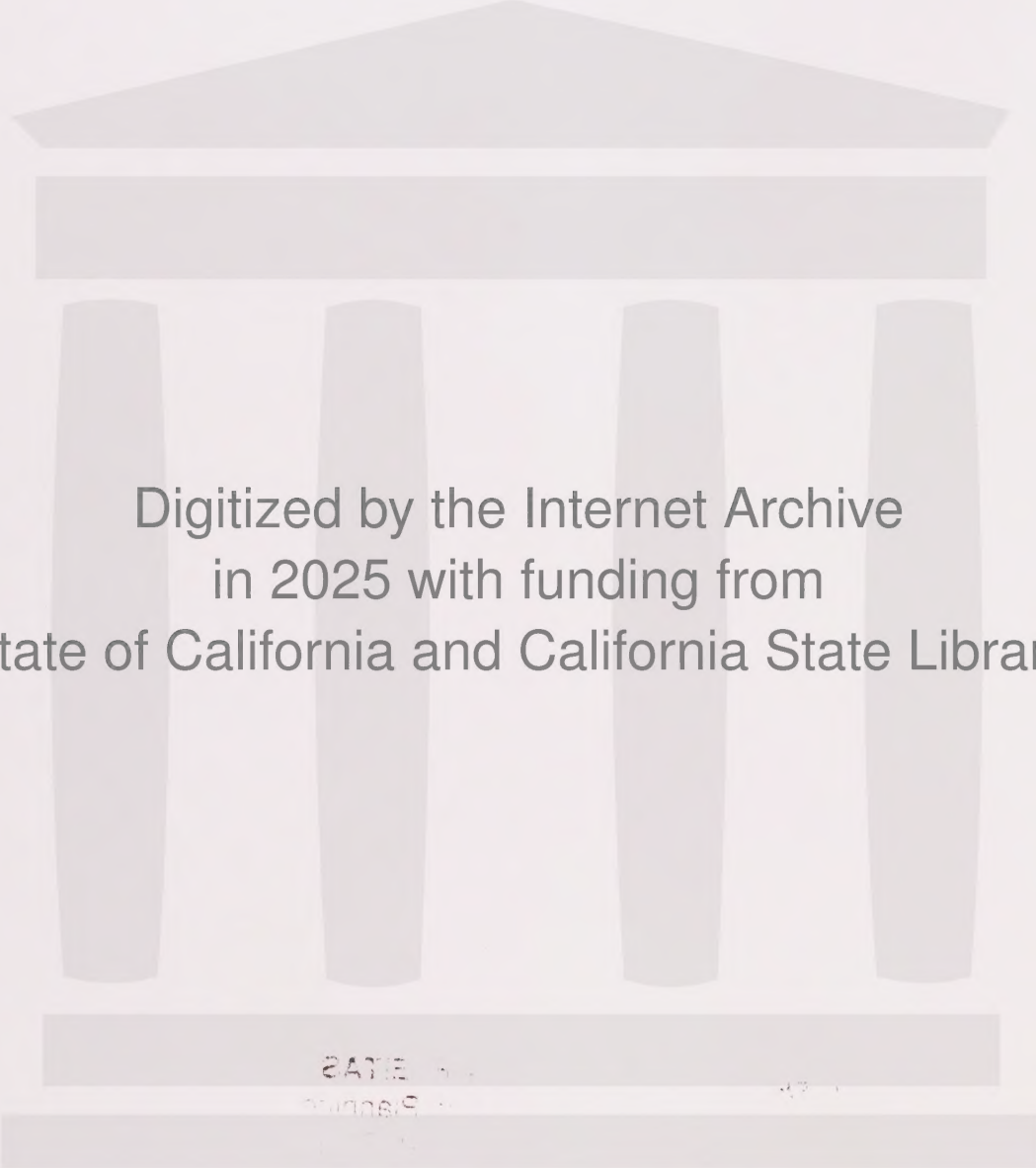
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GENERAL PLAN

City of Capitola

Approved and Adopted by the City Council,
City of Capitola on September 28, 1989

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(Cover Artwork by Ed Teitcher, Santa Cruz, California)

The following document was prepared with the help and creative thinking of many people. Listed below are the names of key individuals involved in the development and preparation of this document.

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LOCATION MAP



INTRODUCTION

What is a General Plan?

The General Plan is a city's blueprint for all future development within the community. Since 1971, every city in California has been mandated to adopt a General Plan which will provide a comprehensive and long-term approach for the physical development of the city and any adjoining or related land. Each city's General Plan is to consist of a statement of development policies and shall include at least seven mandatory elements.

MANDATORY ELEMENTS IN A COMMUNITY'S GENERAL PLAN:

- land use element,
- circulation element,
- housing element,
- conservation element,
- open space element,
- noise element, and
- safety element.

Background of Capitola's General Plan

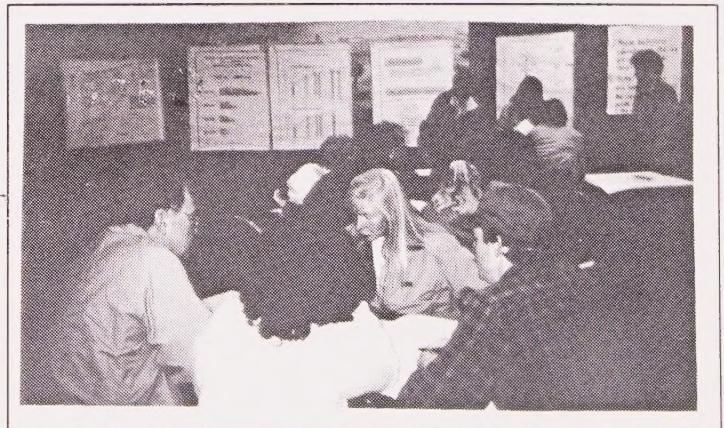
The 1989 General Plan is Capitola's third General Plan. In 1964, the first General Plan for Capitola was prepared and used as a policy guide for the rapid growth that occurred in Capitola during the 1960-70 decade. In 1973, the revision of that document was undertaken and completed with the development of the 1974 General Plan. In 1988, the City decided to update the Plan once again and that process has resulted in the development of the following Plan. The adoption of the revised General Plan in 1989 has special significance for the community since 1989 also marks the 40th anniversary of Capitola's incorporation.

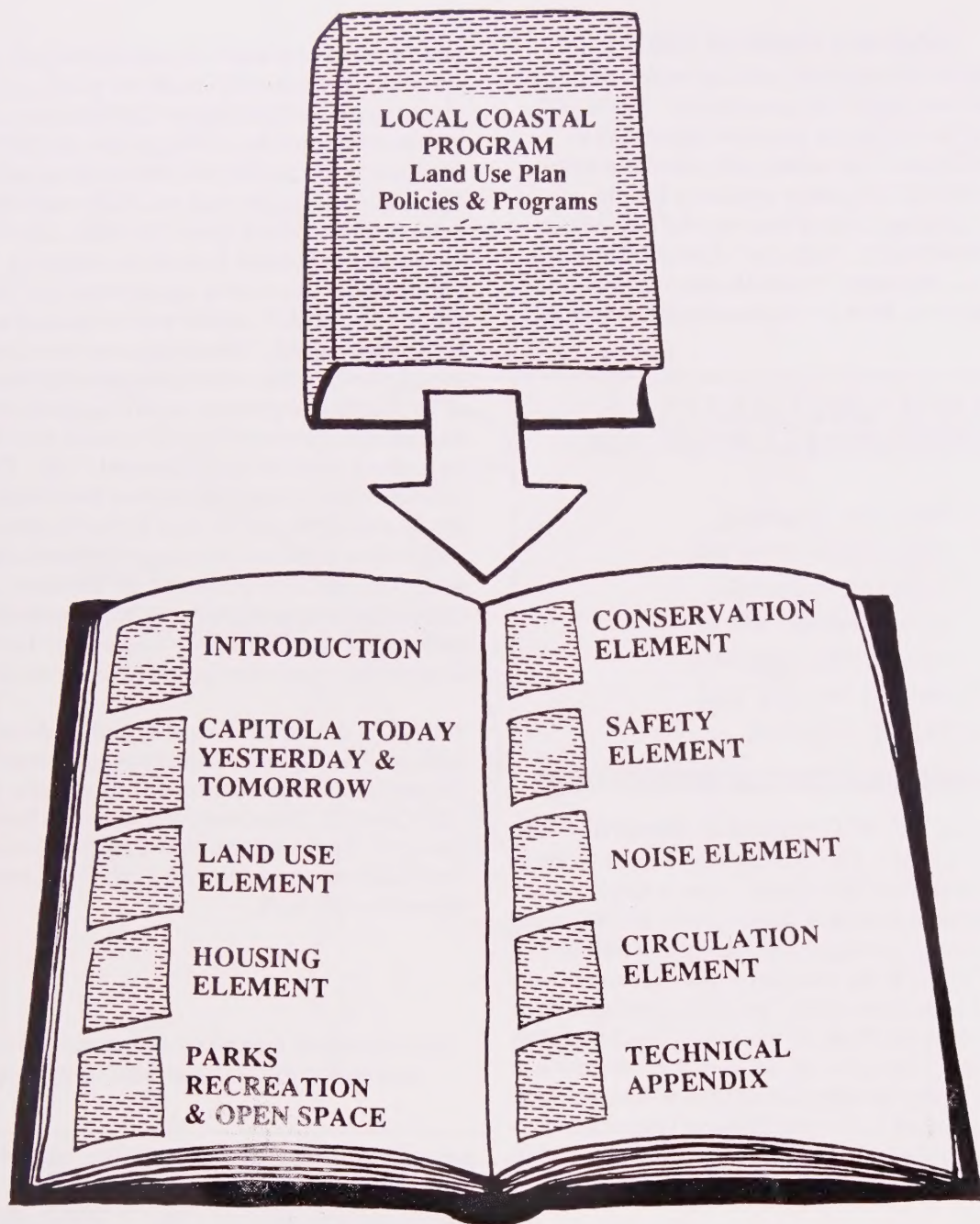
The 1989 General Plan was revised after extensive evaluation and discussion by a cross-section of community, neighborhood and business representatives. The process began early in 1988 with questionnaires being sent to every mailing address in the City requesting information about the household, their housing unit and any concerns in regards to the community. As a follow up to those questionnaires, public meetings were also held in each of the community's five neighborhoods. At these meetings, participants were divided into

small groups and asked to identify two things. First, participants were asked to develop a list of things or places that they liked about Capitola and, secondly, to then develop a list of things that they'd like to see changed or made different about the community. The same meeting format was followed with department heads and staff from City Hall. All of the information obtained from these meetings and the questionnaire were then summarized in "Background Report #1" which was completed in the early Spring 1988. Following a review of this report, the City Council then appointed a committee of 18 people to represent the five neighborhoods and the business community and to assist staff and consultant in revising the General Plan. This General Plan Update Committee then began meeting on a biweekly basis for a 7 month period in which they reviewed and approved each of the seven General Plan elements. In addition, the Committee also reviewed and coordinated the integration of policies from Capitola's "Local Coastal Plan" into the General Plan draft document.

Following the development of a draft document, the General Plan Update Committee presented the draft General Plan to the Planning Commission and the City Council. After conducting public hearings on the draft document, the 1989 Capitola General Plan was finalized and adopted by the City Council on September 28, 1989.

Participants at one of the neighborhood meetings held during the General Plan Update process





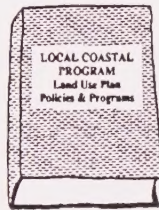
CAPITOLA GENERAL PLAN

The Local Coastal Program and the General Plan are two separate planning documents. However, policies and programs from the Local Coastal Plan have been incorporated into the General Plan document.

Format of the 1989 General Plan

The 1989 Capitola General Plan consists of a number of officially adopted maps and accompanying text. The text is organized into sections which address each of the seven mandated elements. Included within these sections are goals, policies and programs that relate to the specific element.

The General Plan text also includes relevant goals, policies and programs of the City's "Local Coastal Plan" (LCP). Because the majority of land in Capitola is located within the Coastal Zone, Capitola was required to develop and adopt a Local Coastal Plan to address the specific requirements of the California Coastal Act. Under mandate then from the Coastal Commission, the City of Capitola adopted their LCP in 1981 and have revised it several times since then. Because Capitola's Local Coastal Plan includes specific policies related to the seven General Plan elements, it was important to coordinate those policies with the revised 1989 General Plan in order to ensure that the two plans are consistent with each other. Therefore, goals, policies and programs (where relevant) from the Local Coastal Plan for Capitola are included and integrated into the General Plan. The LCP language is identified by an icon such as this throughout the text of the General Plan document so that it can be easily recognized separately from the General Plan language. The diagram on the opposite page illustrates the relationship of the Local Coastal Plan policies to the 1989 General Plan.

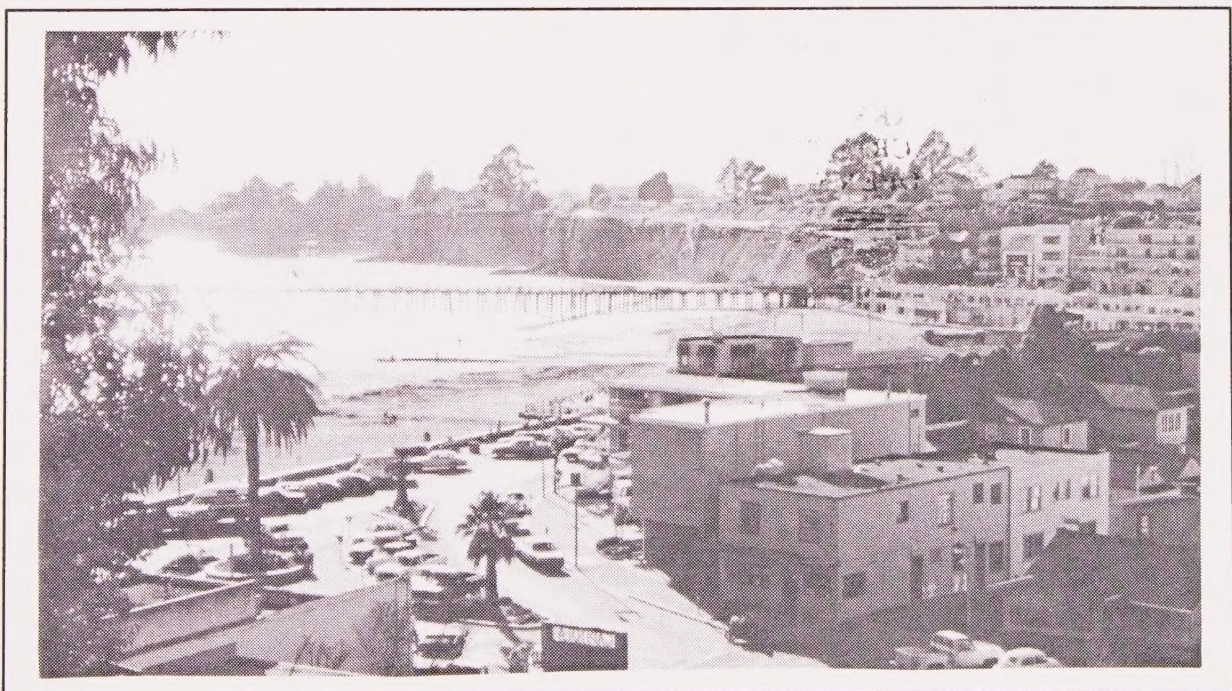


In addition to the Local Coastal Plan, the General Plan also contains an Appendix which includes the Housing Element technical document as well as the "Capital Improvements Projects" list that was developed as a result of the General Plan process. The Housing Element technical document is included and adopted as part of the City's General Plan. The Capital Improvement Project list, however, is not an adopted part of the General Plan.

What does the General Plan Mean to the Average Citizen?

The General Plan is intended to provide a comprehensive overview of future development in Capitola. The General Plan map includes land use designations for the City as well as adjacent planning areas. Citizens interested in the use and/or development of certain properties in the City should first check the General Plan map for land use designation and then refer to the City's Zoning Map for the specific zone designation of the parcel(s). In addition, the General Plan text should be referred to and considered in all land use matters which require City approval.

Should the General Plan need to be amended, State law permits up to four amendments per mandatory element each year. Therefore, the General Plan does not remain a static document but, rather, can be revised to reflect changing philosophies or values of the community. Any citizen wishing to amend the General Plan should first consult the City Planning Department to obtain information in regards to processing and timing requirements.



Late afternoon in the winter looking out towards the Esplanade and beach from Depot Hill



Capitola has always been popular as a seaside resort area. The pictures on this page were taken around 1920 and are from the collection of local resident, Lew Deasy. Note the streetcar in the forefront of the picture above. Also evident in the background of both pictures is the Hotel Capitola, which later burnt down in 1929.



CAPITOLA TODAY, YESTERDAY AND TOMORROW

Capitola Today

To the casual visitor, Capitola is reminiscent of a Mediterranean fishing village with small shops and houses oriented to the water. The pace is easy-going and lazy yet there are plenty of activities from which to choose if one so desires. The village area adjacent to the beach is a collection of small stores and shops with unique and unusual merchandise that provide hours of interesting shopping. The beach and lagoon area offer a variety of opportunities for both active and passive recreational activities. In addition, there are a number of areas to explore, including the wharf, Victorian cottages and houses, pathways and stairs, the Southern Pacific trestle and the Esplanade area.

To the permanent resident though, Capitola is much more than just a charming village. Capitola residents and business owners seem to genuinely enjoy and appreciate the many amenities that their community provides. These include "physical" amenities such as the beach, village, wharf, 41st Avenue commercial area, Soquel Creek, Jade Street Park, etc. as well as "non-tangible" amenities. Some of the "non-tangible" amenities include a strong spirit and sense of community identity. This spirit and identity is clearly exemplified by the many community and neighborhood activities held during the Capitola Begonia Festival. During this annual festival, neighbors join together to decorate floats for the nautical parade down Soquel Creek and into the lagoon area. Residential and commercial structures in the neighborhoods are also decorated in celebration of the Begonia Festival. The festival has been celebrated annually for over 35 years and continues to be a major focal point for the community each year.

As a result of this strong sense of community spirit and identity, Capitola residents appear to be more connected to each other in terms of personal and neighborhood relationships. The small scale and intimacy of the town provide many opportunities for neighbors and residents to see each other on a frequent basis and to develop and nourish friendships. This sense of being inter-connected and rooted within one's community is extremely important, especially for households living in today's fast-paced and sometimes impersonal society. As we plan for Capitola's future, it is important to try to preserve this type of "intangible" asset as well as the more "tangible" assets of the beach, wharf, village area, etc.

Capitola residents are definitely aware and appreciative of the uniqueness of their community. During the 1988 General Plan Update, participants at neighborhood meetings were asked to identify "things/places/events" that they liked about Capitola. Within seconds of being asked, participants were generating lists of their most favorite things/places/events with great ease and enthusiasm. Listed below are those items that were mentioned frequently at the neighborhood meetings with the items mentioned most frequently at the top of the list.

"THINGS/PLACES/EVENTS THAT WE LIKE ABOUT CAPITOLA"

1. *Beach/Ocean*
2. *Wharf*
3. *Jade Street Park and Community Activities*
4. *Capitola Village*
5. *Public Safety/Police Department*
6. *Movie Theater in Capitola Village*
7. *Secret Stairways, Vista Points and Paths*
8. *Trestle and Southern Pacific Train*
9. *Special Events (i.e. Begonia Festival, Art and Wine Festival)*
10. *Esplanade*
11. *Depot Hill*
12. *Victorian Homes and Venetian Court*
13. *Soquel Creek/Lagoon*
14. *Mix of residential and small commercial uses*
15. *Shuttle and Parking Lots*
16. *Use of Handicapped Employees*
17. *41st Avenue*
18. *Community Involvement*
19. *Local Bakery*
20. *Beach Maintenance*
21. *Food Markets*
22. *Family Oriented Community*
23. *Cliff Avenue*
24. *Permit Parking*



The drawing above shows the original Camp Capitola. Note the tents which provided "vacation homes" for visiting tourists. These tents were left over from the Spanish-American War. Illustration is from Santa Cruz County Illustrations, published in 1879 by Wallace W. Elliott.

As demonstrated by the list on the previous page, Capitola has many wonderful assets that contribute to its charm and unique character. In looking towards the future, one of the major goals of this General Plan is to preserve and maintain the special character and flavor of Capitola.

Capitola Yesterday

Just as it is today, Capitola has always been a popular tourist and resort area. The village area of Capitola was the first area of the City to be developed and it was developed as a campground area for visitors. This is how Capitola developed its original name of "Camp Capitola." From 1869-1883, the area was primarily campgrounds with families coming to vacation during the summer season.

However, a new era began in 1883 when developer F.A. Hihn built a two story hotel on the beach in the area where the Esplanade and park are now. In addition, a skating rink and other tourist amenities were constructed. It was also during this time that Hihn subdivided some of the campground into lots which he sold for \$100-\$300 each. Small vacation cottages and homes were then gradually built on these lots.

The original two-story Capitola Hotel was so popular that in 1894 a new three-story hotel was built on the site of the original hotel. Most of the tourists who came to Capitola during those years were from families from the Central Valley area who came to escape the summer heat. The resort was also a popular destination for people from the Santa Clara valley area, as it continues to be today.

Hihn retained control over the direction of Capitola until his death in 1913. Shortly after that, another developer, H. Allen Rispin, was to control the destiny of Capitola. Mr. Rispin changed "Camp Capitola" to "Capitola-by-the-Sea." By 1920, Rispin was the owner of the entire waterfront, the Capitola hotel, cottage and bath house buildings, resort concessions and 30 acres along Soquel Creek. On 8 of those acres on the creek, Rispin built himself a 22-room mansion, which cost some \$250,000. The "Rispin Mansion" still stands today and is owned by the City of Capitola.

Most of the information presented in this section was summarized from the excellent history of Capitola found in Soquel Landing to Capitola by the Sea by Sandy Lydon and Carolyn Swift, published in 1978 by the California History Center.

The decade between 1920-30 saw a boom of construction in Capitola, including the development of Venetian Court and other summer cottages and homes in the Village and Depot Hill area. As noted in Soquel Landing to Capitola-by-the-Sea,

"...the 1920s were grand times for Capitola. People danced at the Hawaiian Gardens (a popular Capitola night spot), rode the Chutes slide into the lagoon, sent children to play on swings, slides and dips at the beachfront playground and enjoyed soft drinks and candy sold from the bandstand."

However, difficult times lay ahead for the community. The Capitola Hotel burnt down in December, 1929 and then the Depression of the early 1930s severely affected the economy and restricted any additional construction activity. Tourists still came to visit the area but there was a definite reduction in the activities and number of visitors.

In 1949, the residents of Capitola were successful in their campaign to incorporate. At this time, they also elected their first mayor and city council and formed a County Boundaries Commission. The job of this Commission was to dissolve fire, police, sanitation and lighting districts in Capitola. However, this group decided there was no need for dissolution and voted to continue the districts. These districts were financed by special tax levies, and included areas outside of the corporate limits. By keeping these service districts intact, Capitola became one of the few cities in California to operate without a property tax. There continued to be no tax until the mid-1960s, when a 50-cent rate was initiated for street maintenance and improvements.

The late 1960s and early 1970s marked a dramatic change for Capitola with the improvements along 41st

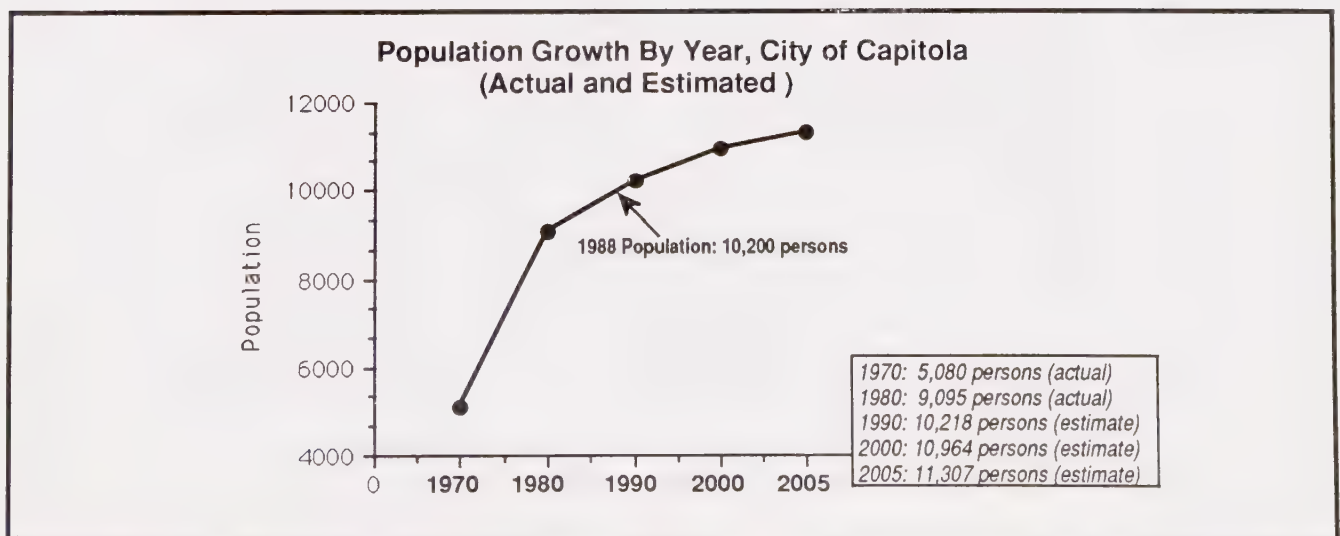
Avenue and the construction of Sears Department Store and the Capitola Mall area. With the recent reconstruction of the Mall in 1988 and the increase of additional square footage, the Capitola Mall is a major shopping area for Santa Cruz County. The Mall in combination with the new Auto Plaza area adjacent to 41st Avenue are expected to continue to produce a significant source of revenues for the City in years to come.

While the Mall and 41st Avenue are valued as important components of the Capitola community, there is also an acknowledgement of the older Village area as a valuable community resource also. In this regard, Capitola is very different from other communities throughout the country where the older, downtown areas have been left to stagnate and die due to new suburban-style shopping malls and developments. Instead, Capitola has continued to encourage a healthy mix of businesses and residences in the Village area and to recognize its historic value and importance. Because of this, the Village and beach area continue to attract tourists and visitors just as they did back when Mr. Hihn and Mr. Rispin controlled most of the beachfront land and activities.

Capitola Tomorrow

In terms of population and household growth, Capitola is not expected to grow significantly in the coming decades. The opportunities for new residential development are very limited. Few vacant parcels remain within the City limits and it may not be feasible for the City to annex any adjoining lands. The only area in which the City could annex is the Live Oak area and the constraints to that annexation are explained in more detail in Chapter 3 of this document.

In 1988, the population of Capitola was 10,200 persons. By the year 2000, the citywide population is projected



CAPITOLA GENERAL PLAN

to increase by a total of 764 persons, or approximately 70 new residents per year. Sometime between the years 2000 and 2005, Capitola's population will reach 11,000. (All estimates are from AMBAG's 1988 Revised Housing Plan.)

Some of this new population increase will be absorbed into existing households rather than new household formations. It is expected that the average household size in Capitola will increase in coming years. This is due to several factors. First, Capitola's average household size has historically been quite low due to the impact of the many elderly households in the community. These households tend to be one or two person households only. While it is expected that elderly households will still remain a vital and significant part of Capitola's population, more families and households with unrelated individuals are expected to occupy existing housing units. This leads to the second factor which is the expected new wave of children born to the "baby boom" generation (i.e. those persons born from approximately 1946-1968). These individuals will be marrying and having children which is expected to increase the average household sizes. A third and final factor affecting household size is the number of unrelated individuals who decide to live together in a housing unit.

This situation has been occurring more and more frequently in California communities as the high cost of housing has forced households to share expenses and housing arrangements.

This population and household data indicate that the Capitola of tomorrow will be very similar to the Capitola of today. The population is not expected to increase dramatically and, of the population increase expected, much of it is anticipated to be absorbed into existing households and housing units. Existing land use patterns are fairly well established and the only major changes will probably be intensification of existing uses as well as scattered infill developments.

It is expected that Capitola will continue to be a popular tourist and visitor destination area as well as a significant commercial hub for the Santa Cruz regional area. While both of these activities provide necessary revenues and resources for the community, they also bring with them additional "problem areas," such as increased traffic, noise, parking congestion, etc. One of the major challenges facing Capitola residents in the future is going to be the continuing struggle to share the many treasures of Capitola with visitors while still maintaining the small town intimacy and livability of the community.



People of all ages enjoy the beach and Village area. In this picture, the sea gulls in the upper left hand corner are enjoying a mid-day treat.

LAND USE ELEMENT

Description of Current Land Uses in Capitola

Capitola has a unique and distinct identity in terms of land use and physical characteristics. The major land uses in the City include the Village commercial area, the 41st Avenue commercial area, open space areas such as Capitola beach, the Soquel Creek waterway and New Brighton State Beach and the five residential neighborhoods. Industrial uses account for a very small percentage of the total land area; in fact, the only significant industrial area is the Kennedy Drive area which fronts Highway One. The most prevalent land uses in the community then are commercial, residential and open space areas.

Capitola's land use pattern is well-established and is unlikely to change in the future. The City is basically "built-out" with a very limited amount of vacant land left to develop. There is approximately only 25-30 acres of vacant land available in the community to develop. Listed on the table on the following page is the location and acreage of vacant land according to zoning category as of December, 1988.

In terms of annexing adjoining land, the most likely area to be annexed is the Live Oak area adjoining the City to the west. However, there are several reasons why it is doubtful that this land will be annexed in the next 10-20 years. A major reason is financial in that the County of Santa Cruz included this area as part of a Redevelopment District in 1987-88. Even if the City annexed the area, it is believed that the County would still be able to retain control over all Redevelopment tax increment dollars as well as potential control over land use issues involving Redevelopment. In addition to financial and political concerns, there has been little interest expressed by the residents of the area to be annexed into Capitola. Without a substantial base of support for annexation from existing residents and with the anticipated lack of financial revenues, the prospects of annexation remain dim.

In summary, it is expected that there will be little change to the existing layout and land usage in Capitola in the future. The majority of land in the City has been developed already and there is little opportunity for annexation of new land to the community. Physically, the Capitola of today will in all likelihood be the Capitola of tomorrow also.

Capitola is a "built-out" community with little vacant land available to develop. Annexation of additional land does not appear feasible for various reasons as explained more fully in this section. Therefore, Capitola's physical configuration in terms of total land will change very little in the future.

Land Use Issues

While the physical configuration of the community is not expected to change dramatically in the future, there are still some significant issues regarding the existing land use and intensification of use due to properties being redeveloped. In specific, there are six areas of concern that were identified during the 1988-89 General Plan Update process and they include the following:

1. Managing traffic and noise in neighborhoods and the community as a whole.
2. Preserving and maintaining existing natural resources, such as the beach/ocean area, Soquel Creek waterway, existing parks and pathways, etc.
3. Managing the integration of new uses or intensification of existing uses within residential and commercial areas.
4. Retaining the small town character and flavor of Capitola.
5. Adding more amenities between neighborhoods and the community such as additional pedestrian and bike pathways on arterial streets, open space and park areas, and neighborhood infrastructure improvements.
6. Retaining some community control over location of existing and future elementary and middle schools.

The first two issues are important subject areas and are discussed in more depth in other sections of this General Plan. Traffic and noise are discussed in Chapters 8 and 9 and the preservation of natural resources is included in Chapter 4. In addition, many

VACANT LAND INVENTORY

See map on facing page for location of parcels

Residential:

- 7 acres - Deanes Lane (56 single-family units have been approved for development) **SITE #1**
- <2 acres - Two vacant parcels on 38th Avenue **SITE #2 AND #3**
- < 1 acre - Vacant parcel on corner of Derby and Trotter **SITE #6**
- 1 acre - Rosedale Drive (6 units have been approved for development) **SITE #9**

Commercial:

- 5 acres - Vacant Parcel at Bay Avenue and Highway 1 **SITE #5**
- <1 acre - Vacant Parcel at corner of 42nd and Capitola Road **SITE #4**

Industrial:

- <1 acre - Rosedale Avenue **SITE #7**
- <1 acre - Kennedy Drive **SITE #8**

Public Facilities:

- 3 acres - Monterey Avenue **SITE #10**
- 5 acres - Clares and Wharf Rd. **SITE #14**
- 2 acres - Capitola Road **SITE #13**

Automatic Review:

- < 1 acre - Southern Pacific Right of Way on Park Avenue **SITE #11**
- 1.7 acres - portion of El Salto **SITE #12**

of the amenities identified in the fifth issue are also included in Open Space, Parks and Recreation (Chapter 5) as well as in the Capital Improvements Program, which is located in the Appendix.

Issues #3 and 4 are inter-connected and related to each other. Because Capitola has limited availability of vacant land for development, there has been and will continue to be increased emphasis on "re-developing" existing parcels of land and intensifying existing uses. For example, a common scenario in Capitola in recent years has been remodelling or rebuilding a typical vacation cottage into a three or four bedroom home with two or three times the original square footage. Or, another example is the compatibility of a new commercial usage in a building that was formerly a residential use within a residential/commercial zoned area. These types of "re-use" developments often generate concerns about additional traffic, noise, building setback and view considerations, etc. And, as the usage of existing parcels change, Capitola residents become concerned about the impact of these changes on the small town atmosphere that they cherish so much.

In addition to re-use and intensification of existing uses, an additional impact affecting Capitola's small town flavor is the influx of tourists throughout the year. From its earliest days, Capitola has been a vacation destination spot and continues to be so today.

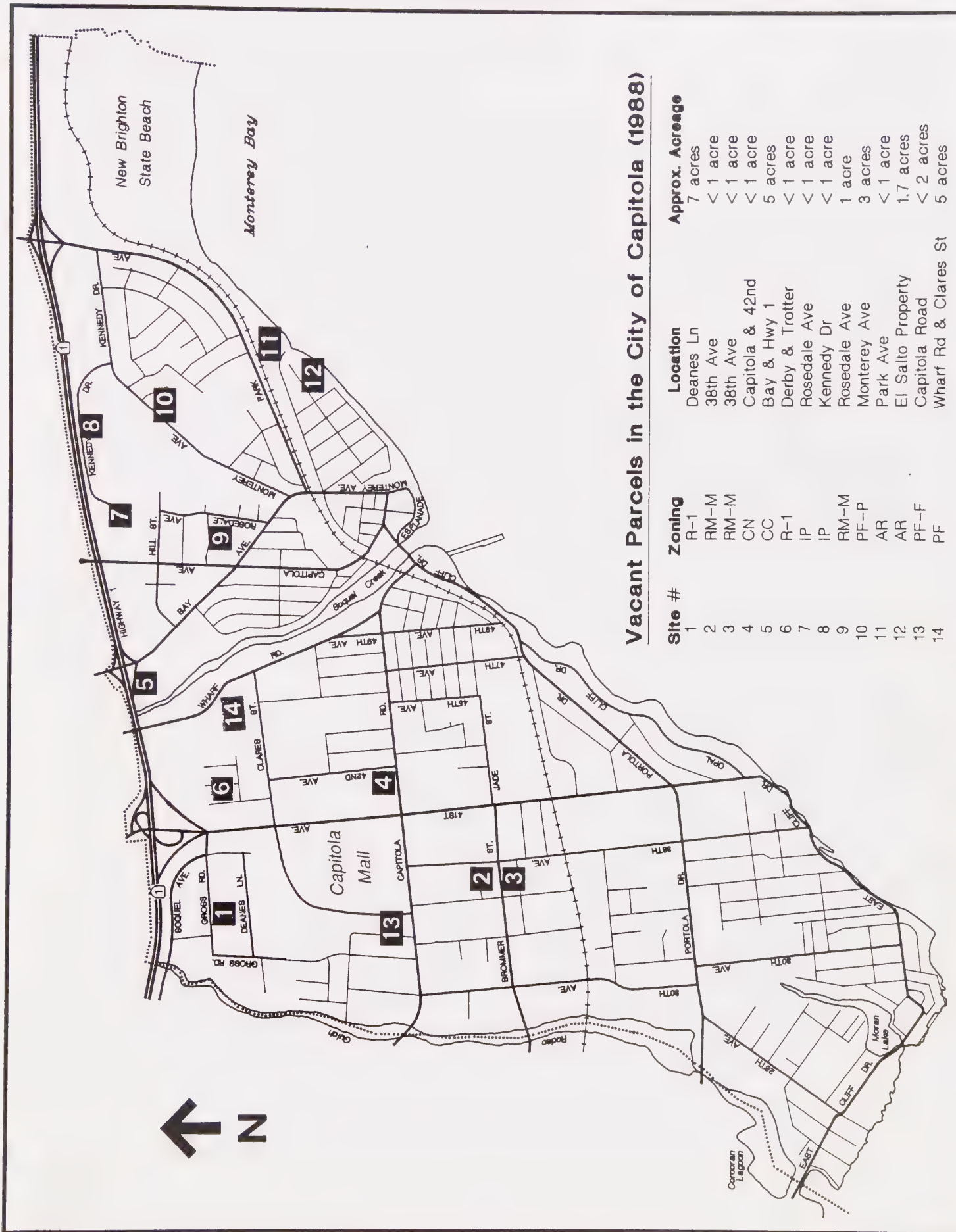
Tourism is acknowledged as an important part of the local economy and one of the tasks that continues to face the City is the delicate balance of encouraging tourism and related activities as well as maintaining a small town scale and character where residents and business owners are personally involved with each other on a day-to-day basis.

Issue #5, increasing the amenities within neighborhoods and the community, include some areas of opportunity for land use decisions. In particular, the City owns four significant parcels of land for which land use decisions will be made in the near future. These four parcels are the Rispin parcel and the neighboring property on Clares Street and Wharf Road as well as the parcel on Monterey Avenue next to New Brighton school and, finally, the parcel on Capitola Road adjacent to the Capitola Mall. These four parcels provide the City with windows of opportunities to provide some additional community facilities for residents to enjoy.

Finally, issue #6, has become an item of concern because of the uncertainty in regards to the location of existing and additional elementary and middle schools in the Capitola area. The Soquel School District has jurisdiction over public schools in Capitola as well as in Soquel and a portion of the Live Oak area. The District has identified the need for additional space for elementary and middle school students during the next 9 year period (1988-97).

Vacant Parcels in the City of Capitola (1988)

Site #	Zoning	Location	Approx. Acreage
1	R-1	Deanes Ln	7 acres
2	RM-M	38th Ave	< 1 acre
3	RM-M	38th Ave	< 1 acre
4	CN	Capitola & 42nd	< 1 acre
5	CC	Bay & Hwy 1	5 acres
6	R-1	Derby & Trotter	< 1 acre
7	IP	Rosedale Ave	< 1 acre
8	IP	Kennedy Dr	< 1 acre
9	RM-M	Rosedale Ave	1 acre
10	PF-P	Monterey Ave	3 acres
11	AR	Park Ave	< 1 acre
12	AR	El Salto Property	1.7 acres
13	PF-F	Capitola Road	< 2 acres
14	PF	Wharf Rd & Clares St	5 acres



CAPITOLA GENERAL PLAN

Goals and Policies

Goals and Policies have been developed in order to address significant land use issues #3,4,5 and 6 as discussed in the previous section.

GOAL: Maintain Capitola's existing small town scale, character and flavor.

GOAL: Ensure that all new construction or reconstruction is compatible with existing uses.

Policy 1: *Control scale and bulk of structures through appropriate controls in the Zoning Ordinance .*

GOAL: Utilize existing City-owned parcels to provide additional community facilities and amenities.

Policy 2: *The City should undertake a study of potential uses for the Clares and Wharf Property, including the following:*

- parking for the Rispin Mansion,
- elderly housing,
- park and open space,
- library,
- any other uses that may be appropriate for the site.

Policy 3:

(a) The City should implement the recommendations for the use of the Rispin Property as outlined in the Rispin Mansion Task Force Report.

Policy 3 (continued):

(b) The City should ensure that adequate parking is provided in conjunction with the future development of the Rispin Property. Two possible sites for parking are the Clares/Wharf Property and the parking area adjacent to Peery Park in the Nob Hill Shopping Center.

Policy 4: *The City shall cause the Monterey Avenue property to be developed with any or all of the following uses:*

- expansion of neighboring schools (either New Brighton Middle School or Capitola Elementary),
- active recreational uses (i.e. swimming pools, playing fields, track, etc.)
- on-site parking to accommodate above uses.

GOAL: Ensure that elementary and middle school sites are accessible to children in all Capitola neighborhoods.

Policy 5: *The City should encourage the continued mixed use of elementary and middle school at the existing New Brighton school site*

Policy 6: *The City will work with the Soquel Elementary School District to ensure that there is always an elementary school within the Capitola city limits . Ideally, the school will be within walking distance for most of the children in the Capitola neighborhoods.*

Within the city limits of Capitola, there are two public schools. These are Capitola Elementary which serves grades 1-5 and New Brighton Middle School which has grades 6 through 8. The two schools adjoin each other and share a common campus on Monterey Avenue. The Soquel Elementary School District also has their district office on property adjacent to the school sites.



Capitola Elementary School and New Brighton Middle School share a common campus on Monterey Avenue. Above, elementary children play in the school yard and below is a picture of the front entrance to the schools.



LOCAL COASTAL PROGRAM POLICIES

CAPITOLA VILLAGE AREA:

Policy 7: It shall be the policy of the City of Capitola to maintain and enhance access to Capitola Beach, Village, and Wharf while maintaining and enhancing the existing character of Capitola Village and the surrounding residential neighborhoods. The intensity of new development shall be limited to the availability of parking and other alternate solutions, such as the shuttle bus and remote parking.

Implementation: Develop a Capitola Village/Beach parking program that will provide 300 to 400 new parking places for Village Beach users, requires adequate parking for new users, and protects that adjacent residential area from parking intrusion.

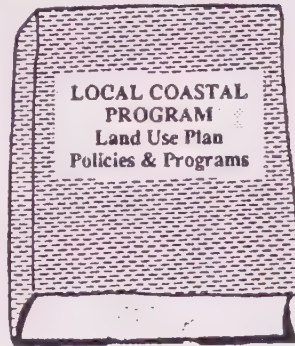
Policy 8: It shall be the policy of the City of Capitola to encourage mixed commercial/residential development in the Village and to designate certain existing residential areas as exclusively residential.

Implementation:

a) The City shall rezone sites identified on the Land Use Map as appropriate for residential use.

b) The Central Village Zoning District shall be revised to include a CV-R Central Village-Residential District exclusively for residential use.

Policy 9: It shall be the policy of the City of Capitola to maintain the natural features, visual resources, and unique character of the Capitola Village. This includes maintenance of the particular scale and character of Capitola Village, retaining its special ability to serve both Capitola residents and visitors, protecting its natural features and views, and recognizing its historical continuity extending from the Camp Capitola period through the present. A commitment shall be made to maintaining the level of current activity in the Central Village area and/or intensifying activity and increasing capacity only in ways consistent with the current scale and character of Capitola Village.



Implementation:

(a) Develop project review criteria to preserve trees and other vegetation along Cliff Avenue and Prospect Avenue, along Soquel Creek and within the Village.

(b) Develop a special zoning district for the village. The district shall include design review requirements to protect the unique Village character.

Policy 10: It should be recognized that the historical continuity of development in Capitola Village is an evolutionary process that doesn't stop in the present. New styles of architecture may be as appropriate now as they have proved to be in the past. Capitola will continue to evolve as it has before, but should maintain a consistency of scale and a variety of architectural types to support the goal to preserve the special scale and character of historical Capitola Village.

Implementation: Develop design review guidelines and a development review process for new construction and rehabilitation to ensure that building materials including siding, roofing, doors and windows are appropriate for the building design and the new Village character.

Policy 11: To ensure the maintenance of the special scale and character of Capitola Village, development proposals within the Village area shall be subject to Architectural and Site and Planning Commission Review with emphasis placed on the following design particulars:

(a) Building bulk, width, height and roofscape
(b) Architectural thematic units including:

- window size and scale and frame materials
- color variety
- material variety
- signage
- scale of articulation

(c) Street thematic units including:

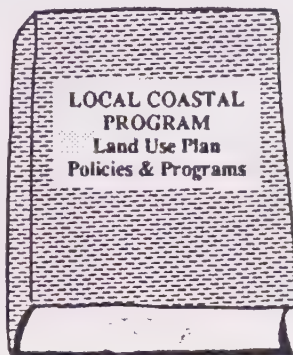
- trees, ground cover and foliage
- street, path and public space lighting
- paving patterns and paving materials
- traffic and parking furniture

LOCAL COASTAL PROGRAM POLICIES (CONTINUED)

•signage

(d) A continuing program for the removal of utility poles and undergrounding of overhead wires.

Implementation. Incorporate policy direction in Planning Commission and Architectural and Site Review of projects in the Village area.



Policy 12: Where replacement of structures is permitted, new buildings need not necessarily be copies of older ones, but should be built with scale, materials, and a sensitivity to the spirit of adjacent older buildings and the prior structure.

Implementation: Incorporate policy direction in Planning Commission and Architectural and Site Review of projects in the Village area consistent with this policy.

Policy 13: Maintenance and emphasis on small individual businesses oriented primarily to the pedestrian, and discourage large scale conglomerations of shops surrounded by off-street parking. Establish a desirable range to the size and scale of the Village commercial facilities including square footage and street frontage. Tie parking requirements to the shuttle policy or other alternatives to providing parking within the Village. Relate sign and access regulations to pedestrian movement and physical character appropriate to particular areas in the Central Village.

Implementation:

(a) Develop Village/beach parking requirements that require new developments to provide parking.

(b) Prepare a standard aesthetically pleasing design for all access signs in accordance with the policies of the Visual Resource Component and Coastal Guidelines.

Policy 14: A high level of business activity should continue to be encouraged in accordance with Capitola Village scale and character. Commercial activity should serve both Capitola residents and visitors: a balance, which currently exists, should be maintained in the Central Village area between coastal visitor-related uses and services and those serving permanent residents, as this balance is critical to

the continued unique qualities of the Village.

Policy 15: Commercial buildings in areas of particular public interest, because of natural features adjacent to them, shall be required to take advantage of these features and allow the public to do so as well. Mechanical equipment should be kept under cover, because views from the cliffs above are important. Structures along the Esplanade should allow views through, from

the Esplanade to the Ocean, where possible, and recognize that they have a public face on the ocean side that is at least as important as the facade on the street side.

Implementation: Prepare design guidelines for all new development to implement above policies.

RECREATION AND VISITOR SERVING FACILITIES

Policy 16: The City shall designate the following areas visitor serving and/or recreation uses:

- (a) The Capitola Village commercial area
- (b) All sandy beaches
- (c) the Wharf
- (d) New Brighton State Beach
- (e) El Salto Resort properties
- (f) The Shadowbrook Restaurant property
- (g) The Rispin parcel
- (h) vacant lands between New Brighton State Beach and McGregor Drive.

Implementation: Revise Zoning Ordinance to include a visitor serving designation and designate these locations identified in the Land Use Policies consistent with Policy 17 below.

Policy 17: Areas designated as visitor serving and/or recreational shall be reserved for visitor support services or recreational uses. Permissible uses include, but are not limited to, hotels, motels, hostels, campgrounds, food and drink service establishments, public facilities, public beaches, public recreation areas or parks, and related rental and retail establishments. Residential uses are also permitted on dual designated "visitor serving/residential" parcels: specifically, the Rispin Mansion parcels, a portion of the El Salto Resort, and in the Village

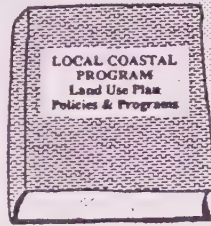
LOCAL COASTAL PROGRAM POLICIES (CONTINUED)

area. Development can be accomplished through private or public means.

Implementation:

(a) Develop Visitor Serving Overlay District for area designated in Policy 16 consistent with uses listed in Policy 17.

(b) Investigate public and private funding sources for implementation of visitor serving projects; adopt Capital Improvements Program to identify timing and scope of



projects.

Policy 18: If the City annexes the following areas, those areas shall be designated as visitor serving and/or recreation uses:

(a) The Porter-Sesnon properties, subject to guidelines enumerated in the City's 1979 General Plan Amendment related to Porter-Sesnon properties.

(b) The vacant land between New Brighton State Park and Highway One.

Definitions of Land Use Categories as Illustrated on the Land Use Map on Facing Page

Listed below are the land use categories and boundaries that appear on the General Plan/Coastal Land Use Plan Map on the facing page. For residential uses, the densities shown are maximums, and there is no guarantee that any individual project will be able to achieve maximum density. For commercial and industrial areas, the maximum floor area ratio (the ratio of building floor area to total site area) allowed is 50%. The exception to this is the Village area which has its own design guidelines.

VISITOR SERVING USE:

This is a special overlay category which allows for land uses which serve visitor-related activities. This category is applied to the Rispin Mansion property and the Shadowbrook property along Soquel Creek. Also included is the Village area, beach and wharf area, the shuttle parking lot, New Brighton Beach State Park and part of El Salto Resort.

RESIDENTIAL:

R-L Residential Low: Allows up to 2 units per acre. Applies to land outside of the city limits on the eastern side of New Brighton Beach State Park.

R-LM Residential Low to Medium: This is the most prevalent type of residential land use category in Capitola. Allows for 5-10 units per acre and is the density most typically found in single-family tract developments.

R-M Residential Medium: Allows for higher density residential development of 10-15 units per acre.

R-H Residential High: Multi-Family residential category which allows for 10-20 units per acre. This designation is applied to land at the corner of 38th Avenue and Brommer Street and to the land along Park Avenue above the Southern Pacific Right of Way.

R-MH Residential Mobile Home: Exclusive mobile home land use category which allows up to 20 units per acre.

PARKS AND OPEN SPACES: Open Space lands whose primary purpose is recreation.

COMMERCIAL:

Allows for different intensity and type of commercial activities within the community.

C-P Pedestrian Commercial: Special commercial designation for properties along Capitola Avenue from Bay Avenue to the Village.

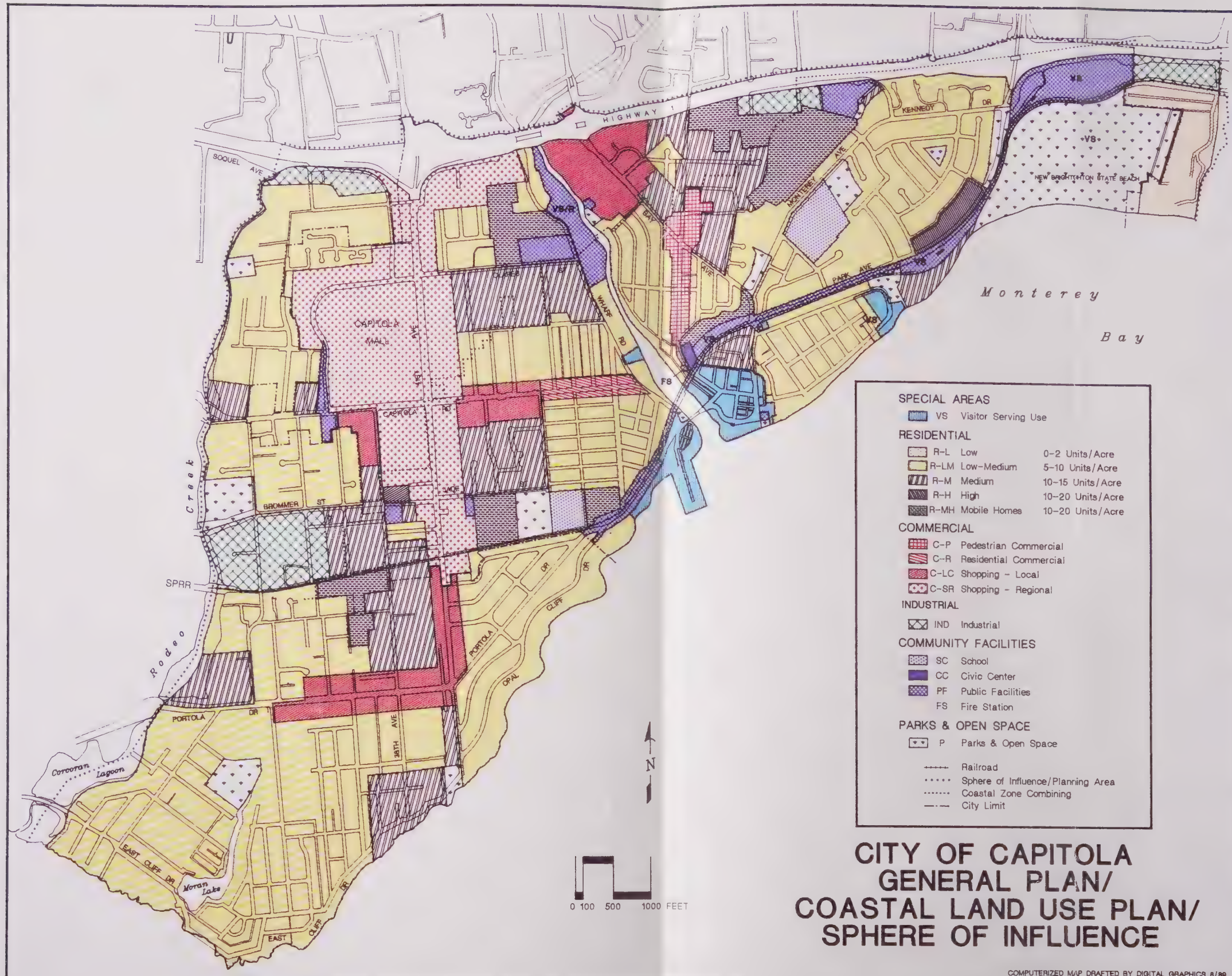
C-R Residential Commercial: Allows mixed use of commercial and residential along Capitola Road from 45th Avenue to Wharf Road.

C-LC Local Commercial: Commercial areas that serve local neighborhoods. Located along Bay Avenue, Capitola Road, and 41st Avenue south of the Southern Pacific Railroad tracks.

C-SR Regional Shopping: Large scale shopping areas that provide goods and services to the regional population. Applied to area along 41st Avenue from Highway One to just past the Southern Pacific Railroad tracks.

INDUSTRIAL: Within the city limits, the only industrial area is located on Kennedy Drive next to Highway One. There are three other industrial areas located in the City's planning area.

COMMUNITY FACILITIES: This category includes churches, schools, the Civic Center on Capitola Avenue and City-owned parcels such as the Rispin property, Clares and Wharf Road site, Capitola Road site, Monterey Avenue site, the water detention pond at 38th and Brommer, and the Corporation Yard.





There are a variety of different housing styles in Capitola.



HOUSING ELEMENT

FORMAT OF THE HOUSING ELEMENT

The Housing Element is slightly different from the other mandated elements of the General Plan in that there are specific State guidelines which guide the development and content of Housing Elements. Government Code Article 10.6 (Sections 65580-65589.5) identifies the type of housing data to be evaluated as well as subject areas to be included in the preparation of Housing Elements.

The appendix to this document contains the complete Capitola Housing Element as written to meet the guidelines of Article 10.6 of the Government Code. This document was adopted by the City Council on September 28, 1989 and was found to be in compliance with State Housing Element Law by the Department of Housing and Community Development on October 31, 1989. The information that follows then is a summary of the data and information contained in the complete document. For additional information and data sources, the reader should refer to the complete Housing Element document in the Appendix..

Overview

Capitola's housing stock is a valuable resource which contains a rich mixture of older and newer housing units. There are neighborhoods such as Depot Hill, the Village and parts of Jewel Box which have beautiful, older Victorian-era homes. These neighborhoods also contain a large percentage of smaller homes and cottages which were built originally as "summer homes" for part-time residents of the area. Many of these homes are now being used as year round residences. In addition to these older homes, there are housing units such as in the Cliffwood Heights neighborhood, which represent a more "suburban style" development of housing and are 15-30 years of age. And then there are also brand new homes scattered throughout the community, especially as infill development.

In addition to a range of older and newer units, the Capitola housing stock also contains a variety of

housing types. For example, in 1988, 42% of the housing stock were single-family units and another 13% were mobile homes. The remaining 45% of the units were multi-family structures of 2 or more units. In regard to multi-family units, it is interesting to note that Capitola has the distinction of having the first set of condominiums in the State of California. The Venetian Court development built during the 1920s was the first condominium complex in California. These units are still under individual ownership and are a distinctive visual and historic landmark in the Capitola beach area.

The housing mix and history of Capitola are important in determining future housing goals and directions. In preparing this Housing Element, the General Plan Update Committee reviewed housing and household data and identified four specific housing needs in Capitola. These are:

- maintenance and preservation of the existing housing stock,
- affordability of housing,
- encouraging a variety of housing types, prices and tenure, and the
- provision of housing for special needs households.

After determining these four housing needs, policies and programs to address those needs were developed and are described in more detail beginning on page 26. The intent of these policies and programs is to address Capitola's housing needs to the extent possible given the market and governmental constraints operating in the housing market. The City of Capitola recognizes that it is impossible to meet all of the housing needs of all its residents; however, the following represents the City's good faith effort to address housing needs to the extent feasible.

Major Housing Issues in Capitola:

- maintenance and preservation of the existing housing stock,
- affordability of housing,
- encouraging a variety of housing types, prices and tenure, and the
- provision of housing for special needs households.

Existing Housing Situation

Affordability of Housing

Providing adequate housing that is affordable to a range of income groups has become increasingly difficult in California housing markets. Land and construction costs have escalated in recent years which has resulted in increasingly high purchase and rental costs for both new and existing housing units.

For example, a survey of housing units for sale in the Fall of 1988 indicated that the average two bedroom single family home was listed for \$216,500 and the average two bedroom condominium or townhome was \$142,000. Using a ratio of 30% of household income used for housing costs, a household would need an annual income of \$41,799 just to afford the lower-priced condominium unit of \$142,000. An even higher household income of \$57,120 would be needed to afford the \$216,500 resale single family unit. In 1987-88, the median income for a Santa Cruz County household was \$35,800 which would mean that both of these housing units would be "out of reach" for the average household.

Rental housing has often been a viable alternative for affordable housing for lower income household. However, even rental housing in Capitola is expensive in relation to household income. Using a 30% ratio of income going towards housing, the average 4 person very low income household can afford only

Affordable rental units are scarce in Capitola

We have for the first time steps to the beach, shops, restaurant. \$595 mo. Cat ok. Sorry, no dogs. \$800 sec. dep. No less mos. Agent, WESTERN ASSOC. Open 9am-5 or 7pm, 10-2 Sats.

CAPITOLA Jewel Box 1 BR house. Very clean, yard. Near bus, beach, shopping. \$450, \$650 dep. No pets please.

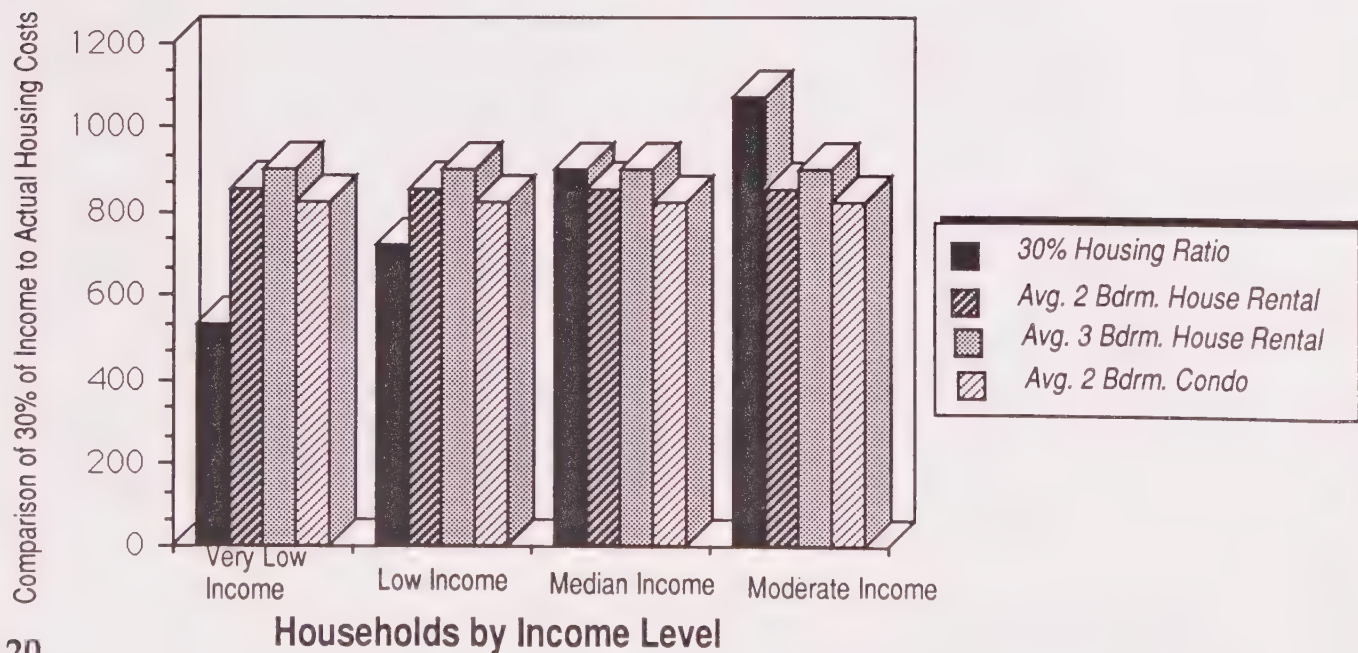
CAPITOLA-2 BR on creek w/ FP & garage, \$900 for 1, \$100 ea. additional person, sec. dep. & refs.

CAPITOLA, \$950 mo. 2 BR, 1 BA! Open beam ceilings. Fenced yd. \$1150 sec. dep. No less mo. Cat ok. Sorry, no dogs. Agent, WESTERN ASSOC.

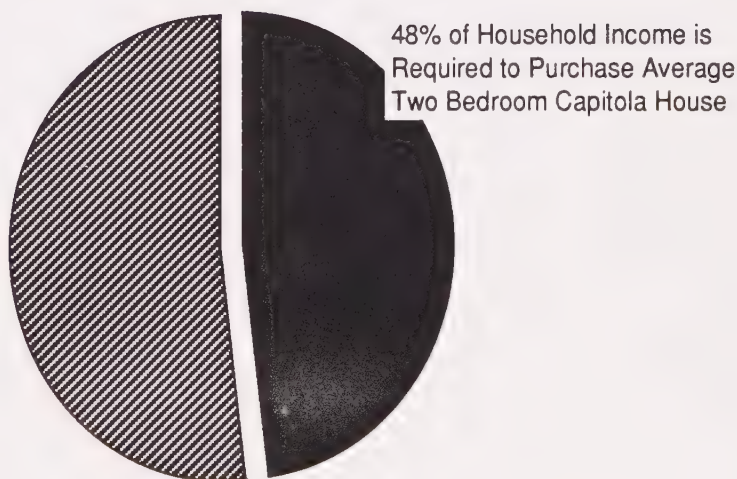
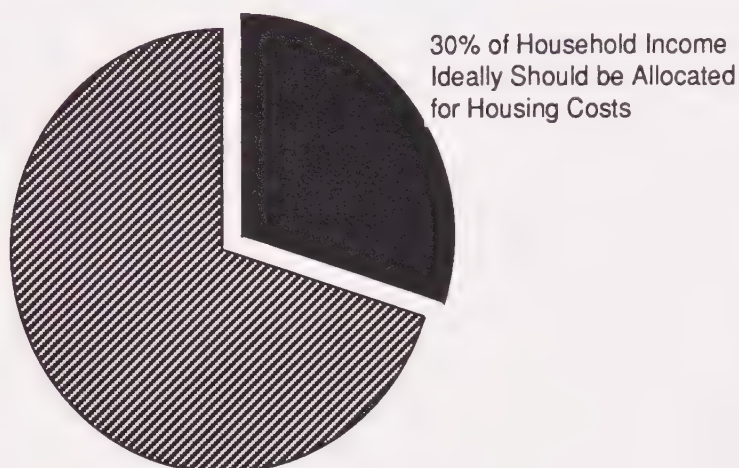
\$531 per month for housing and the average 4-person low income household can afford \$716.00 per month. A survey of Capitola units for rent in the Fall of 1988 indicated that the average two bedroom apartment was advertised for rent at \$852 per month and the average apartment/condominium was advertised at \$818 per month. Both of these rents are more than what is "affordable" to lower income households.

In summary, affordable housing is a very serious need that currently exists in the Capitola housing market. The costs of both ownership and rental units exceed what the typical lower income and median income household can "afford." Unfortunately, as a result of this, many households end up paying more of their income for housing or are forced to live in a housing unit that is too small or inadequate for their household needs.

RENTAL HOUSING: The chart below compares 30% of household income to actual costs for Capitola rental units. Very low and low income households have to pay more than 30% of their income for the average rental unit while median and moderate income households can "afford" the average rental unit.



AFFORDABLE HOUSING is that capable of being purchased or rented by a household with very low, low, or median income, based on the household's ability to make monthly payments. Housing is considered affordable when a household pays 30% or less of its gross monthly income for housing, including taxes and insurance (and utilities, in rental housing).



OWNERSHIP HOUSING:

The illustrations above demonstrate the higher percentage of household income that would be allocated for housing costs by a hypothetical median income family with a 1988 income of \$35,800 annually for a household of 4 persons. In order to purchase the average two bedroom house with a sales price of \$216,500 in Capitola, the household would have to allocate 48% of their income for housing (includes mortgage principal and interest, property taxes, and insurance). This is in excess of the 30% recommended to be allocated for "affordable" housing.

Special Need Households

Households who "overpay" for housing by spending more than 30% of their income for housing are one of six household types identified as having special needs in Capitola. The other households are elderly households, physically challenged households, overcrowded households, single parent households and homeless individuals and families. Each of these households have special housing needs. For example, households that have a member who is "physically challenged" (or to use a more traditional term, "handicapped") need housing that is barrier-free with accessible rooms and modified kitchen and bath accommodations. It is estimated that approximately 1 in 10 Capitola households include a physically challenged member.

Elderly households are another type of household that may have special housing needs. The 1980 U.S. Census indicated that 23% of the City's population was 60 years or older. In the past, Capitola has been a popular "retirement" destination for many older adults. The mobile home parks in the community offer a source of affordable housing for the elderly and the City has protected the affordability of those units with a rent stabilization ordinance. These mobile home parks must continue to be protected so that the elderly in the community have a source of affordable housing.

The remaining three household types, overcrowded households, single parent households and homeless individuals and families all have housing needs that are in many ways tied into affordability. Households that are overcrowded are usually in that situation because they cannot afford a unit more suitably sized for their family. Single parent households rely on usually one income only

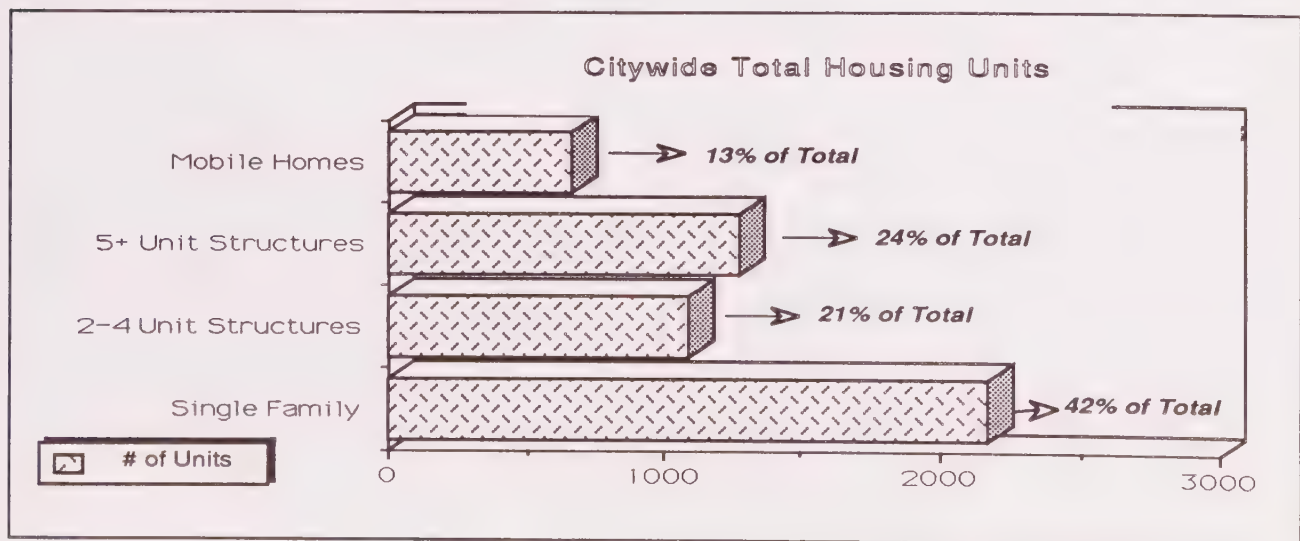
and, consequently, have less dollars available for housing. And homeless individuals and families are the most obvious consequence of the lack of affordable housing opportunities. All of these households, then, share a common underlying need in that the lack of affordable housing has affected them in ways more dramatic and obvious than the general population.

Current Housing Stock

As of January 1, 1988, there were 5,196 housing units in Capitola. Approximately 42% of those units were single-family units and another 13% were mobile homes. The remaining 45% were units in structures of 2 or more units.

In terms of tenure, the 1980 U.S. Census Data indicated that 57% of all occupied housing units in Capitola were rented units and the remaining 43% were owner occupied units. It is believed that approximately the same proportion of renters and owners remains the same at the present time (1988-89).

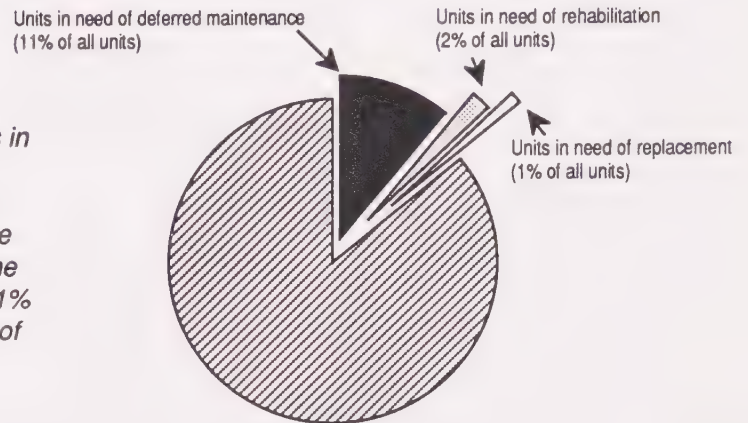
Regarding housing condition, a survey was conducted by the City Planning Department in the Summer of 1988 to determine the condition of the existing housing stock. According to that survey, approximately 14% of the housing stock (excluding mobile homes) was determined to have one or more housing deficiency(ies). Examples of the type of deficiencies noted were roofs that were weathered or had missing shingles, inadequate electrical systems, incomplete or no foundation, etc. Less than 1% of the total housing stock was found to be so substandard that replacement rather than rehabilitation would be necessary.



Housing Condition

Housing Condition of all Units in the City (excluding mobile homes)

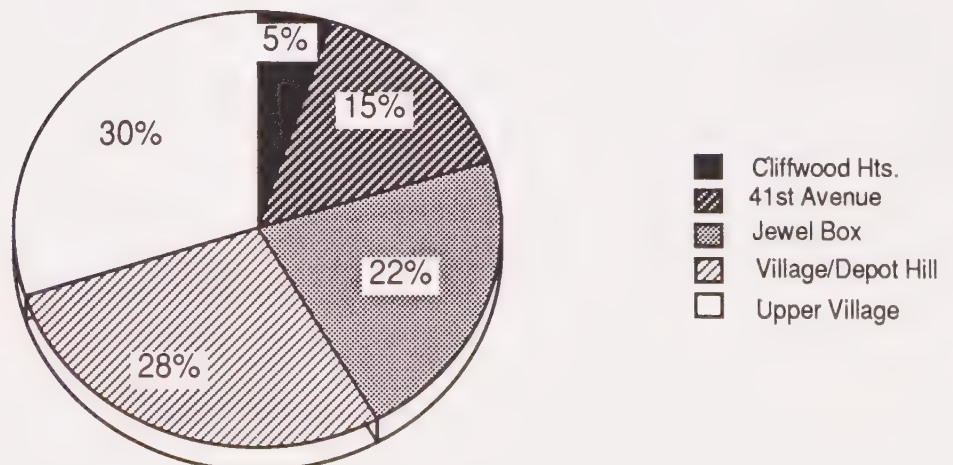
This illustration represents all of the housing units in the City (but excluding mobile homes). Approximately 11% (489 units total) of the City housing units are in need of deferred maintenance (minor repairs), while another 2% (119 units) of the total units are in need of rehabilitation. Less than 1% (14 units total) of the units in the City are in need of replacement.



The 1988 Housing Condition Survey evaluated the condition of all the housing units in the City, except for mobile homes. The survey rated units according to the following qualitative scale: standard unit (no repairs needed), deferred maintenance (minor repairs needed), rehabilitation (major repairs) and replacement (unit should be replaced rather than repaired).

The City's housing stock contained 662 mobile homes in 1988. Many of these units are older and are in need of repair and, additionally, energy conservation improvements. When the City implements a housing rehabilitation program, mobile homes should also be included in the units to be assisted.

Location of Units in need of Deferred Maintenance, Rehabilitation or Replacement



CAPITOLA GENERAL PLAN



Inventory of Existing Affordable Housing

There are three housing developments that provide affordable housing opportunities in Capitola (see map on facing page for their location). These developments provide housing for both elderly and family households.

ELDERLY/HANDICAPPED HOUSING

a) "The Pines" - 78 units of Section 202 elderly units

These units are rental units which are privately owned but are financed through the Dept. of Housing and Urban Development. Rents are therefore affordable and units are limited to occupancy by lower income households.

b) Cliffwood Heights Neighborhood Manor
20 units of elderly/handicapped housing (18 two-bedroom units and 2 one-bedroom units)

The Manor is owned by a non-profit subsidiary of Cliffwood Heights Neighborhood Church. Rents are below-market and some units are rented to households who have Section 8 rental assistance.

FAMILY HOUSING

a) Grace Street Apartments - 12 units of Section 8 Family Housing.

These are rental units which are managed by the Santa Cruz County Housing Authority. Rents are affordable and units are limited to occupancy by lower income households.

In addition to these specific housing developments, the City has developed programs that are oriented to preserving and/or developing housing opportunities. For several years, the City administered a housing rehabilitation program for lower income households using Community Development Block Grant (CDBG) funds. Because of the extremely competitive nature of CDBG funding, the City has not received funding for the program since 1983 and has had to discontinue program operation.

In addition to the housing rehabilitation program, the City has adopted both a Rent Stabilization Ordinance for mobile home parks and a Condominium Conversion Ordinance. The Rent Stabilization Ordinance protects mobile home park residents from unreasonable increases in space rents while the Condominium Conversion Ordinance regulates the

conversion of apartments to condominiums by requiring that 35% of the units be made available to low and moderate income households.

Projected Housing Needs and Vacant Available Land

The most critical housing need facing Capitola in the years to come will be the preservation of the existing housing stock. Because of the lack of available vacant land in the City, there appears very little likelihood that any significant number of new housing units will be added to the City's stock. The only new housing units that can be anticipated are a small number of units built on infill parcel or the possible addition of housing units through a second unit on an existing developed piece of property.

In 1984, the Association of Monterey Bay Area Governments (AMBAG) estimated that 1076 new units would be needed in Capitola by 1990 in order to provide an adequate housing stock for new population growth. As described on pages 18-19 of the Housing Element in the Appendix to this document, that figure has been reduced now to 609 units after accounting for changes in the housing market since 1984. After evaluating the amount of vacant land available for housing, however, it appears that there is sufficient land available for only 87 new residential units. Annexation of adjoining land does not appear feasible at this time. The only other source of new housing opportunities would be infill development on existing lots.

Given the situation of limited new construction opportunities, preservation of the existing housing stock becomes even more important. These housing units will continue to be needed to provide housing opportunities for existing households and new households. Therefore, the goals, policies and programs that begin on the next page emphasize preservation and maintenance of the existing housing stock as well as the encouragement of new housing construction opportunities whenever feasible.

Housing Goals, Policies and Programs

The following goals, policies and programs were developed in response to the four major housing needs identified for Capitola. The housing programs are listed according to the goal and policies that are most closely related to the program need identified. Specific information about each housing program in regards to objectives to be achieved, target dates, funding, and persons/agencies who are responsible for program implementation is included in the Housing Element Technical Appendix document.

HOUSING NEED # 1: PRESERVING HOUSING AND NEIGHBORHOODS

Preserving the existing housing stock is a high priority for the community. Because Capitola is close to being "built-out," the City's existing housing inventory is the most significant housing resource available today and for the future.

GOAL:

To maintain the existing housing stock and to protect neighborhoods from activities or conditions that are unsafe or unhealthy.

Policies:

To maintain the existing housing and neighborhoods, the City shall:

Policy 1: *Preserve the existing number of residential units in the City by requiring one for one replacement of any standard unit removed from the housing stock.*

Policy 2: *Encourage the maintenance and repair of the City's existing owner occupied and rental housing supply to prevent deterioration of housing.*

Policy 3: *Encourage the rehabilitation of substandard and deteriorating units.*

Policy 4: *Encourage the removal and replacement of substandard units which cannot be rehabilitated.*

Policy 5: *Monitor on an annual basis residential demolitions and conversions so that viable housing opportunities*

are not lost.

Policy 6: *Ensure that all new construction and substantial rehabilitation is compatible with the existing scale and architectural character of the surrounding neighborhood.*

Policy 7: *Continue the mobile home zoning classification of existing mobile home parks in the City.*

Programs to implement the policies identified above are:

✓ The City will develop and implement a housing rehabilitation program to assist property owners in the repair and maintenance of their housing units.

✓ The City will continue to implement the Condominium Conversion Ordinance.

✓ The City will develop a program that will address illegal residential units within neighborhoods.

✓ The City will continue to maintain the existing zoning (MHE) of mobile home parks in the City.

✓ The City shall review existing setback regulations, especially for lots of under 5000 square feet and for those lots fronting along Soquel Creek in the Riverview Avenue area.

✓ The City will continue to support weatherization and energy conservation programs through public and private agencies.

HOUSING NEED #2: PRESERVING AND ENCOURAGING AFFORDABLE HOUSING

Affordable housing has become one of the most significant housing issues throughout California. Capitola housing costs have increased dramatically in recent years resulting in households overpaying for housing as well as overcrowded housing units.

GOAL:

Maintain existing affordable housing opportunities in the City as well as encourage new opportunities through construction of new units or rehabilitation of existing units.

Policies:

In order to provide affordable housing opportunities, the City shall:

Policy 8: *Monitor and require the continued affordability of units which are constructed or rehabilitated with public funds.*

Policy 9: *Encourage and assist, where feasible, private, non-profit and public developers of housing designed to assist low and moderate income households.*

Policy 10: *Continue implementation of City Ordinances, such as the Rent Stabilization and Condominium Conversion Ordinances, which preserve and protect affordable housing opportunities.*

Policy 11: *Assist mobile home park residents with conversion of parks to affordable, cooperative ownership structures.*

Policy 12: *Preserve housing opportunities by monitoring the conversion of existing housing units to short term vacation rental properties.*

Programs to implement the policies above are:

✓ The City will continue to implement the Rent Stabilization Ordinance Program for mobile home parks.

✓ The City will assist mobile home park residents, whenever possible, in the conversion of their park to cooperative ownership.

✓ The City will develop a program designed to assist "First Time Homebuyers" with downpayment assistance to purchase their first home.

✓ When implemented, the City's Housing Rehabilitation Program will insure that housing units remain affordable after rehabilitation is completed.

✓ The City will continue to support the provision of the Mortgage Credit Certificate (MCC) program or similar programs that assist homebuyers in purchasing their homes.

✓ The City will develop a program to monitor and regulate the conversion of existing housing units to short-term vacation rental properties.

✓ The City will develop guidelines for the use of Redevelopment Housing Set-Aside funds. The funds will assist low and moderate income

households and the housing provided shall be affordable for the time requirements as specified in Redevelopment law. (Current law specifies that units remain affordable for the "longest feasible time" with the minimum time periods being 10 years for owner occupied units and 15 years for renter units.)

HOUSING NEED #3:

ENCOURAGE A VARIETY OF HOUSING TYPES AND PRICES

It is important for a community to provide a housing stock that includes a range of type of housing (mobile homes, single family, multi-family), a range of housing prices and both ownership and rental units. This type of housing stock then encourages a diverse community that can provide housing for people at all stages in their lives.

GOAL:

To encourage a variety of housing types, prices and tenure in the community and to ensure that all people have equal access to those housing units.

Policies:

To maintain a community which includes a variety of housing, the City will:

Policy 13: *Encourage and provide incentives for all new residential developments to include a variety of unit type and prices.*

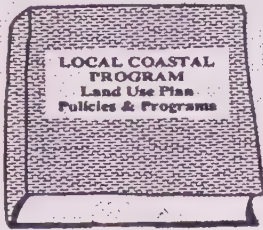
Policy 14: *Ensure that all persons regardless of their ethnic, racial, religious background, marital status, age, sex or physical handicap have equal opportunity to obtain housing.*

Programs to implement the policies above are:

✓ The City will develop a "Secondary Unit Ordinance." This ordinance will identify location, size, and appropriate conditions for the development of secondary units in residential areas.

✓ The City will continue to encourage both residential and commercial uses in appropriate districts, such as the "CR," "CN," and Village Overlay zones.

✓ The City shall complete a detailed study of underdeveloped and vacant lots to determine their potential for residential development.



Note : The following two programs are Local Coastal Plan programs:

- ✓ Long term and short term housing should be maintained and encouraged, consistent with maintaining a balance with permanent resident and visitor's uses of the Village as a special community.
- ✓ Within the architectural style and character of the Village, residential units should be considered as part of commercial development to maintain and enhance the mixed commercial and residential character of the Village.

HOUSING NEED #4: PROVISION OF HOUSING FOR SPECIAL NEEDS HOUSEHOLDS

The Capitola community contains households who have special housing needs, such as :

- elderly households
- households with physically challenged members
- overcrowded households
- single parent households
- homeless households
- households overpaying for housing

GOAL:

To encourage the provision of housing for households with special needs.

Policies: The City shall:

Policy 15: *Strive to provide housing that is accessible to physically challenged individuals.*

Policy 16: *Recognize that there are households with special needs in the City and encourage the provision of housing that will meet those needs whenever feasible.*

Programs to implement the policies above are:

✓ The City will continue to encourage and financially support, when feasible, programs that provide for shared housing opportunities. These types of programs are especially appropriate for elderly households.

Please refer to pages 52-62 of the Housing Element document in the Appendix for a more complete description of the proposed housing programs. Pages 60-62 in particular display a table which lists all of the programs, time frames for the programs, and desired objectives.

✓ The City will encourage modifications and construction of housing and neighborhood improvements that are accessible to individuals that are physically challenged.

✓ The City will cooperate with other agencies in the County that are providing services to homeless households.



A valuable part of the City's housing stock are the many older homes throughout the City's neighborhood. Victorian-era homes like the one pictured above provide a direct link with the City's rich and colorful past.



Mobile homes are an important source of affordable housing for the community's elderly population.

OPEN SPACE, PARKS AND RECREATION



Capitola Beach provides many opportunities for both active and passive recreational activities.

One of the most important resources in Capitola is its open space areas. And, of all the open space areas, the most recognizable and prominent open space area in Capitola is, of course, the beach area and the Monterey Bay waters beyond. This chapter of the General Plan discusses the management of these open space areas and the provision of an adequate level of parks and recreational services within the community.

The City has six open space and parks/recreation goals:

1. to preserve the existing significant natural features within the community including: the coastal bluffs, beach area, creekways, gulches and major tree cover,
2. to provide safe and attractive cycling and pedestrian paths and hiking trails,
3. to add small neighborhood park sites throughout the planning area for local use,

4. to make full use of school sites as school-parks,
5. to conserve and enhance the waterfront area for public use and views, and
6. to provide a comprehensive open space system that would geographically serve and link the entire community.

Additional information on open space resources can also be found in the Conservation Element. The Conservation Element includes policies regarding:

- ✓ Monterey Bay and Beach Area
- ✓ Soquel Creek and Lagoon
- ✓ Riparian Corridors throughout the City

CAPITOLA GENERAL PLAN

In addressing the goals identified on the previous page, there were four subject areas that were identified as issue areas for discussion. These were:

- beach and cliff areas,
- park and recreational activities,
- cultural and historic resources, and
- public pathways, trails and bikeways.

These four issue areas and the policies developed to address them are discussed in more detail in the sections that follow.

1. BEACH AND CLIFF AREA

Undoubtedly, the most significant and treasured natural resource in Capitola is the beach and ocean area, including the cliffs that edge both sides of the Capitola beach area. Capitola residents underscored the importance of the beach by overwhelmingly rating it as the most important "thing/place/event that we like about Capitola" in the 1988 citywide survey. The City has expended considerable time and monies in recent years to upgrade this area. The Capitola wharf has recently been renovated and there have been additional rest room and park facilities provided on the beach at the base of Depot Hill.

The general direction for the future is to preserve and maintain the beach and ocean as an open space and recreational area. The wharf area should continue to be upgraded with a specific recommendation that it include educational and historic displays regarding the natural and physical history of the Capitola community. In addition, the beach and lagoon area should continue to be maintained with swimming and other recreational activities encouraged.

An area of specific concern in future years will be the continued erosion of the cliff areas. According to data presented in the City's 1981 Local Coastal Plan, the bluffs on the west side of the City are eroding at a rate of .1-2.5 feet per year and the bluffs on the east side of the City are eroding at a more severe rate of 1.5-3 feet per year. While there is general acknowledgement that cliff erosion will continue to occur, it is recommended that cliff stabilization methods continue to be investigated and evaluated for their potential use in Capitola.

Policy 1: *The following significant natural features are of ecological, visual and safe well being to the community and should be included in the Open Space system in essentially their natural state:*

- *the waterfront area except for modifications needed for cliff stabilization, beach maintenance, and wharf improvements,*
- *the coastal bluffs with modifications needed for stabilization and public safety.*

Policy 2: *While it is recognized that erosion of the cliff areas is a natural act, there are certain natural and man-made resources that need to be protected from erosion damage. These include transportation corridors, vista points and access areas. The City shall therefore study and implement, where feasible and desirable, cliff stabilization measures to protect the following areas (listed in order of priority):*

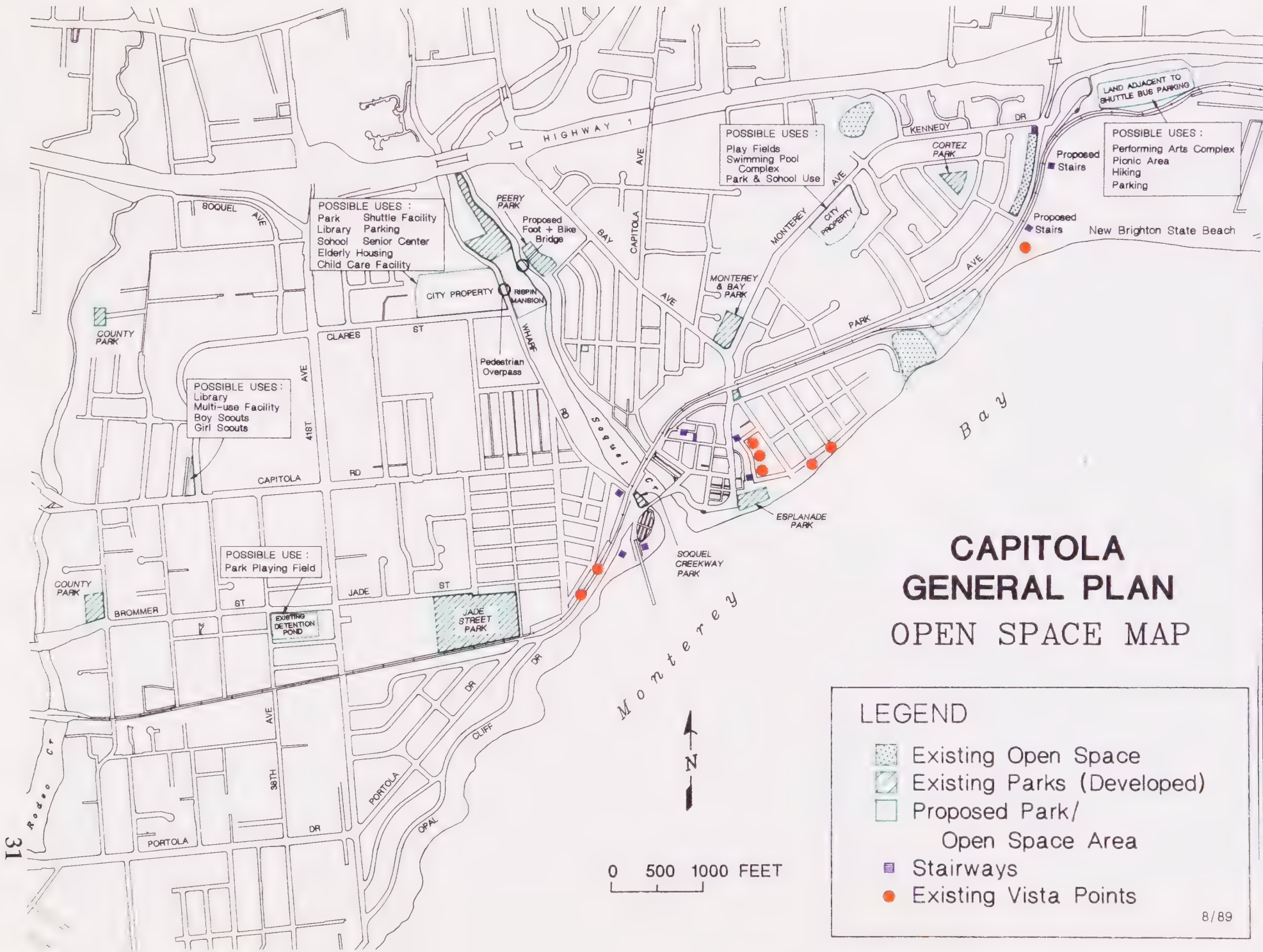
- *Cliff Drive (transportation corridor, pedestrian and bike corridor, vista and beach access areas)*
- *Grand Avenue area (vista points)*

Policy 3: *The City shall encourage the development of educational displays on the wharf which describe the surrounding natural environment, sea life, and relevant cultural and historic facts about Capitola.*

Policy 4: *The beach area is one of Capitola's most important and valued resources. The City shall manage activities and uses in the beach area so that it continues to be a safe and enjoyable experience for people of all ages and abilities.*

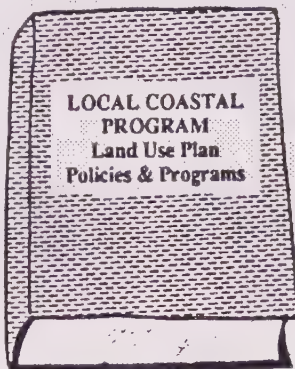
Policy 5: *To the extent feasible, the City shall continue to dam the river mouth each year so that a lagoon area is formed. Recreational activities such as swimming, paddle boats, etc. shall continue to be encouraged in the lagoon.*

EROSION OF THE CLIFF AREA IS GOING TO CONTINUE TO BE A PROBLEM IN THE YEARS TO COME. SEE ADDITIONAL POLICIES REGARDING THE EFFECT OF THE EROSION ON ADJOINING ROADWAYS IN THE CIRCULATION ELEMENT.



LOCAL COASTAL PROGRAM POLICIES

Policy 6: Bluff and cliff top development shall be approved only if design and setback provisions are adequate to assure stability and structural integrity for the expected economic lifespan (at least 50 years) of the development and if the development (including storm runoff, foot traffic, grading and irrigation will neither create nor contribute significantly to erosion problems or geologic instability of the site or surrounding area.



Implementation: Revise Zoning Ordinance to require geologic reports for all development proposed on coastal bluffs or beaches, including shoreline structures such as seawalls and with specific emphasis on provisions outlined above.

Policy 7: A geologic/engineering report shall be submitted for any bluff top or cliff development proposed within 200 feet of the cliff edge. The City may designate a lesser area of demonstration in specific areas of known geologic stability (as determined by adequate geologic evaluation and historic evidence) or where adequate protective works already exist. The City may designate a greater area of demonstration or exclude development entirely in areas of known instability. The geology report shall be prepared by a registered geologist or professional civil engineer with expertise in soils or foundation engineering or by a certified engineering geologist.

Implementation: (A) Revise Zoning Ordinance to require geologic reports for all development proposed on coastal bluffs or beaches, including shoreline structures such as seawalls and including provisions of above policy. (B) Develop maps for public information showing areas and parcels requiring the submittal of geologic reports.

Policy 8: Shoreline structures such as seawalls, revetments, groins, and breakwaters, shall be permitted only to serve coastal dependent uses, to protect existing development (other than accessory structures), or to protect public beaches in danger from erosion, and shall be permitted only if non-structural solutions (such as artificial beach nourishment and relocating structures) have proved to be infeasible. Such structures

shall be designed to eliminate or mitigate adverse impacts on local shoreline sand supply, public access, marine habitats and paleontological resources. It is further the policy of the City of Capitola that no permanent channelization of the mouth of Soquel Creek shall be permitted. The seasonal movement of sand to form the lagoon, maintenance dredging and infill of bulkheads shall not be considered permanent channelization.

Implementation: Incorporate policy direction in Planning Commission and Architectural and Site Review of projects involving shoreline structures.

Policy 9: The City should continue to participate with the State Department of Boating and Waterways and other State or Federal agencies in studying the bluff erosion problem and possible solutions. The City should participate in any proposed shoreline project only if the project is in conformance with other LCP policies.

Policy 10: The City shall construct future drainage projects and improve existing drainage facilities where feasible so that runoff is directed away from the coastal bluffs or if it cannot be, it should be discharged in a place and manner so as not to contribute to erosion of a bluff or beach.

Implementation: Cooperate with AMBAG and Santa Cruz County Zone V Drainage District in the development of erosion control regulations for all new development as required by the Regional Water Quality Control Board with specific emphasis on reducing erosion impacts on coastal bluffs and beaches.

Policy 11: Overnight storage of catamarans and other small craft will not be allowed to conflict with the use of the beach area by the general public.

Implementation: Establish an ordinance to prohibit overnight storage of catamarans and other small craft on the beach, under the wharf, or in any other area used by the public.

LOCAL COASTAL PROGRAM POLICIES

Policy 12: Maintain, at minimum, the existing rights of the public to use the sandy beach.

Policy 13: Complete restoration of the wharf as a free-access public fishing pier and develop small low intensity facilities that provide complementing public services (i.e. food service facility, fishing and boating accessory shop, maintenance and repair operations, water taxi service, public restrooms, etc.)

Implementation: Develop concessionaire agreements that specify and limit types of uses on the wharf, consistent with above policy.

Policy 14: Access along beach should not be formalized, and due to safety factors, should be signed to warn of potential hazards from tidal action and cliff erosion.

Implementation: Provide a warning signal at either end of the beach.

Policy 15: No new permanent structures shall be permitted on the open, sandy beach area of Capitola because of their potential impact on visual resources, hazards and public recreation, except for facilities required for public health and safety (lifeguard stands, approved beach erosion control structures).

Policy 16: Permitted development shall not block or detract from public view to and along Capitola's shoreline.

Implementation: Incorporate policy direction in Planning Commission review of projects along shoreline.

or underdeveloped potential park areas. These parcels include the property on Monterey Avenue (3 acres), the Rispin Property (5.2 acres) and the large parcel at the corner of Clares Street and Wharf Road (5.3 acres). (Policies regarding some of these sites have already been identified in the Land Use Chapter of this document.)

In regards to recreational activities, the City has entered into a Joint Powers Agreement to provide recreational programs through the Capitola-Soquel Community Activities agency. This agency operates a range of classes and activities at various locations throughout the City, including Jade Street Park, neighborhood parks, the beach, New Brighton School and Capitola Elementary School. Within the greater Soquel-Capitola area, the Community Activities agency serves close to 18,000 people in various programs and activities. This high volume of population served indicates a continuing demand for the range of services offered. In addition to those classes and activities currently provided, Agency staff have indicated a need for additional facilities for active sports such as softball, volleyball and soccer, a community swimming pool, additional indoor meeting space and additional playground space. In addition, Agency staff have also identified a need for more walking paths and bike paths throughout the City. This need is addressed in the fourth issue area, "Public Pathways, Trails and Bikeways," beginning on page 37.

Responding to the needs identified above and comments made during the General Plan Review process, the General Plan Review Committee identified possible uses for some of the undeveloped and underdeveloped City owned properties. These suggested uses are included in the box below.

2. PARK AND RECREATION ACTIVITIES

Scattered throughout the Capitola community are five neighborhood parks and one community park (Jade Street Community Center and Park). The five neighborhood parks are Cortez Park in Cliffwood Heights, the park area at the corner of Monterey Avenue and Bay Avenue adjacent to the Upper Village neighborhood, Esplanade Park and River Park in the Village area and Peery Park which is located between Soquel Creek and the Nob Hill Shopping Center. The five neighborhood parks comprise a total of 4 acres of park area and Jade Street Park contains a total of 9.5 acres of land. In addition to these developed park areas, the City also owns approximately 13 acres of undeveloped

Suggested Uses for City-Owned Parcels

Monterey Avenue Parcel:

- ✓ Play Fields
- ✓ Swimming Pool Complex
- ✓ Park and School Use

Clares Street and Wharf Road Parcel:

- ✓ Park
- ✓ Library
- ✓ School
- ✓ Elderly Housing
- ✓ Child Care Facility
- ✓ Shuttle Facility
- ✓ Parking
- ✓ Senior Center

Policies Related to Parks and Recreation:

Policy 17: Multiple use of public and quasi-public facilities for park and open space purposes should be made whenever possible.

Policy 18: Open space and recreation elements should be provided in all new Planned Developments and large scale conventional developments.

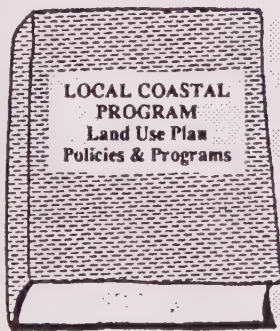
Policy 19: Joint power agreements for the provision of park and recreational activities, such as the Capitola-Soquel Community Activities, shall be encouraged whenever feasible.

Policy 20: Assuming that there is sufficient demand, the City shall continue to operate the Shuttle Parking Facility adjacent to New Brighton State Beach.



Built over 70 years ago, Venetian Court was the first condominium development in California. The grandson of a Venetian Court owner enjoys an ice cream cone in front of the development.

LOCAL COASTAL PROGRAM POLICIES



Policies related to Parks and Recreational activities from the City's Local Coastal Program are as follows:

Policy 21: It shall be the policy of the City of Capitola to provide for new park

sites to fill the existing City park needs. It is also the policy of the City to ensure the protection of passive open spaces through proper development design and permit conditions.

Implementation:

(A) Develop a City Park acquisition program to provide for City Park needs.

(B) Apply for State and Federal grants to provide for parks and open space funds.

Policy 22: The City shall develop and acquire active park and passive open space sites sufficient to meet the recreational needs of the community.

Implementation:

(A) City shall identify areas for park acquisition and development.

(B) Seek available Parks Bonds, State Grants and Federal Matching Programs for acquisition and development of identified sites.

3. CULTURAL AND HISTORIC RESOURCES

Capitola is fortunate to have a rich history of cultural and historic resources. In the mid-late 1800s, Capitola was known as "Camp Capitola" and was a popular vacation resort area. In 1883, developer F.A. Hihn began subdividing land that he owned in the Village and Depot Hill and residential lots of approximately 50 x 100 feet were sold as potential vacation cottage sites to tourists from the hot Central Valley area. There are still some buildings and architectural styles remaining from that initial era of Capitola's development. Also contributing to the diversity of architectural style in the community are the many Victorian structures as well as buildings from the 1920s and 1930s, including stucco buildings of Mediterranean, Art Deco and Mission Style. An example of this architectural style is the Venetian Court development sited directly on Capitola Beach and built in the mid 1920s. There are also numerous wooden clapboard, board and batten and shingle cottages and buildings, such as the Six Sisters and Lawn Way homes.

Another important historic structure from this time period is the Rispin Mansion which is currently owned by the City. This 22 room mansion was built on eight acres along Soquel Creek Road. The structure is still standing, although vacant and in need of repair. In 1987, the City Council authorized formation of a Task Force to develop options for use of the property. The Task Force has completed its report and the City is still considering potential uses for the property.

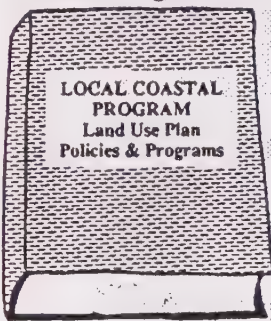
In addition to buildings, there are other historic physical structures that are important cultural resources. For

example, the railroad trestle over Soquel Creek, the Stockton Avenue bridge, the various staircases such as the one leading up from the Village to Cliff Avenue, and the renovated Wharf area. All of these structures and physical landmarks contribute to the distinct cultural identity that makes Capitola a unique and valuable community on the Monterey Bay.

Policy 23: *The Rispin Property is a unique and historic cultural resource. Any future restoration of the property shall be undertaken in such a manner so as to enhance its cultural value to the community.*

LOCAL COASTAL PROGRAM POLICIES

The following policies are from the City's Local Coastal Program and relate to cultural and historic resources:



Policy 24: It shall be the policy of the City of Capitola to provide for the protection, preservation, and proper disposition (where necessary) of archaeological, historical and paleontological resources within Capitola.

This policy shall be implemented in cooperation with the landowners, developers, State Historic Preservation Office and the Archaeological Regional Research Center.

Implementation:

(A) Develop an ordinance that ensures the protection of archaeological and paleontological resources. (B) Identify regionally and locally significant historical resources and develop a new historical structure preservation provision of the Zoning Ordinance, or use the existing one.

Policy 25: It shall be the policy of the City of Capitola to maintain the special character of Depot Hill. New development on Depot Hill shall be permitted only where designed to be compatible with the scale and architectural character of the area.

Implementation: Require architectural and site review for all development in the Depot Hill area.

Policy 26: The City shall identify architecturally and historically significant structures and provide for their protection. These include special, unique structures in Capitola Village and surrounding bluffs, both private and public.

Implementation: (A) Complete a survey of architecturally and historically significant structures and those requiring special design review.

(B) Develop special design criteria for the redevelopment and/or restoration of architecturally and historically significant structures to preserve those qualities that are found to be unique.

(C) In the Village area, ground floor or on-site parking shall be limited to those areas designated on Exhibit B or as provided in LCP Policy 1.1.



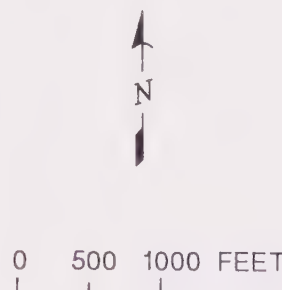
A picture of the Rispin Mansion circa 1926. The City of Capitola now owns the Rispin Property. Photograph courtesy of Lew Deasy.



CAPITOLA GENERAL PLAN BIKEWAYS MAP

LEGEND

- Existing Bikeways
- Proposed Bikeways
- Stairways
- Existing Vista Points





The beautiful scenery and compact size of the community make bicycling in Capitola a popular activity.

4. PUBLIC PATHWAYS, TRAILS AND BIKEWAYS

Capitola is a treasure trove for the person who likes to explore and enjoy the community on foot or by bike. In addition to the beach and cliff areas, there are interesting paths through neighborhoods such as Depot Hill, the Village, and the Jewel Box. Pedestrians can also walk from the lagoon area of Soquel Creek all the way to Peery Park following a foot-path along the Creek and then walking along Riverview Drive for the rest of the way.

While the community can boast of many existing paths and trails, however, there were several areas that were identified during the 1988 General Plan review process that need attention. These areas are identified in the Bikeways and Pedestrian Maps on pages 36 and 38 and include the following:

- a footbridge (with bike access) needs to be constructed over Soquel Creek connecting Peery Park with the Rispin Mansion,
- additional pedestrian pathways are needed from the Depot Hill area through Escalona Gulch and down to New Brighton State Park with a new staircase directly down to the beach,
- pedestrian path is needed along the Southern Pacific right of way should that ever be available,

- pedestrian accessway from parking lot behind City Hall installed directly down to Village commercial area, and
- additional bikeways included throughout the City.

Pathways, trails and bikeway policies are as follows:

Policy 27: *The cycling and pedestrian path system is intended to make joint use of major open space features, the railroad right of way and portions of the road system to achieve the following objectives:*

- to provide a safe, attractive and separate path system for cyclists and pedestrians to travel within neighborhoods, from one part of Capitola to another, and between Capitola and adjoining communities,
- to provide alternative means of access to schools, local parks, shopping centers, the Village Center, the waterfront area, and New Brighton Beach State Park.

Policy 28: *The City shall develop and maintain a pedestrian path system from the western city limits to the eastern city limits, following the coastline whenever possible.*

Implementation:

(A) *The City shall maintain the existing pedestrian and bike path along Cliff Drive into the Village and Esplanade area to New Brighton Beach.*

(B) *The City shall require easements to facilitate pedestrian access through the Escalona Gulch area to New Brighton Beach. In addition, the City shall investigate the feasibility of providing stairway access down to New Brighton Beach for Capitola residents (two stairways are proposed: one at the end of Coronado Street and the other at the end of Kennedy Drive.)*

Policy 29: *The right of way along the Southern Pacific Railroad tracks shall be utilized to the fullest extent possible for access across the City.*

Implementation: *The City shall prepare a feasibility report regarding possible uses for the right of way in the event that Southern Pacific Railroad ever abandons or ceases to use the right of way and track area.*

The Southern Pacific Railroad right of way runs through the City and is frequently used by pedestrians and joggers to get from one end of the city to the other.



LOCAL COASTAL PROGRAM POLICIES

Following are the policies from the Local Coastal Plan related to paths and bikeways:

Policy 30: It shall be the policy of the City of Capitola to provide safe and adequate pedestrian access to and along the shoreline as designated in the Shoreline Access Plan.

Implementation:

- (A) Develop ordinance to require dedications to implement the shoreline access plan.
- (B) Use available coastal access and open space grant programs for acquisition and development.

Policy 31: Provide for safe pedestrian and bicycle access along Cliff Drive, and make improvements including landscaping, benches, etc., to facilitate both pedestrian and auto use.

Implementation:

- (A) Develop a bicycle plan for the Cliff Drive/Village/Park Avenue area and seek Regional Transportation Commission funds for development.
- (B) Develop a beautification and access improvement plan for the Cliff Drive/Wharf area.

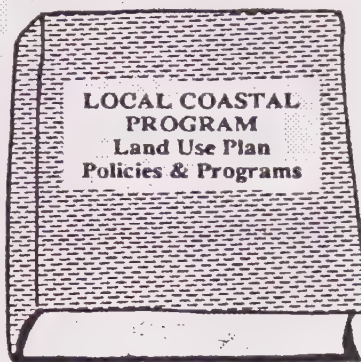
Policy 32: Clarify and maintain public access over and along the Venetian Court perimeter walkway adjacent to the public beach.

Implementation: Maintain the existing public access through and along the Venetian Court.

Policy 33: Maintain a commitment to all existing access walkways and paths to Capitola Beach.

Implementation: Develop an inventory of all existing, as well as desired, public accessways.

Policy 34 : Designate Park Avenue and the railroad right-of-way along the bluff top as the lateral coastal accessway between Capitola Village and New Brighton Beach and develop vista points and connecting pathways in coop-



eration with Southern Pacific Railroad and State Parks.

Implementation: Acquire right-of-way easements from Southern Pacific and seek Transportation Commission, Coastal Conservancy and private funding for the development of bicycle paths, improved pedestrian accessways and vista points.

Policy 35: Because of the environmental sensitivity of the natural ecosystem, the City will maintain existing pathways and park sites for public use, but will prevent further disruption that might occur because of expansion of path systems along Soquel Creek.

Implementation: Develop an ordinance that requires scenic conservation easements or land dedications to preserve the open space/habitat qualities of Soquel Creek.

Policy 36: Public spaces and pedestrian paths in Capitola Village should be maintained and improved where necessary. Pedestrian use of these elements should always be of primary importance. Public pathways should be landscaped where appropriate to improve the appearance of the path.

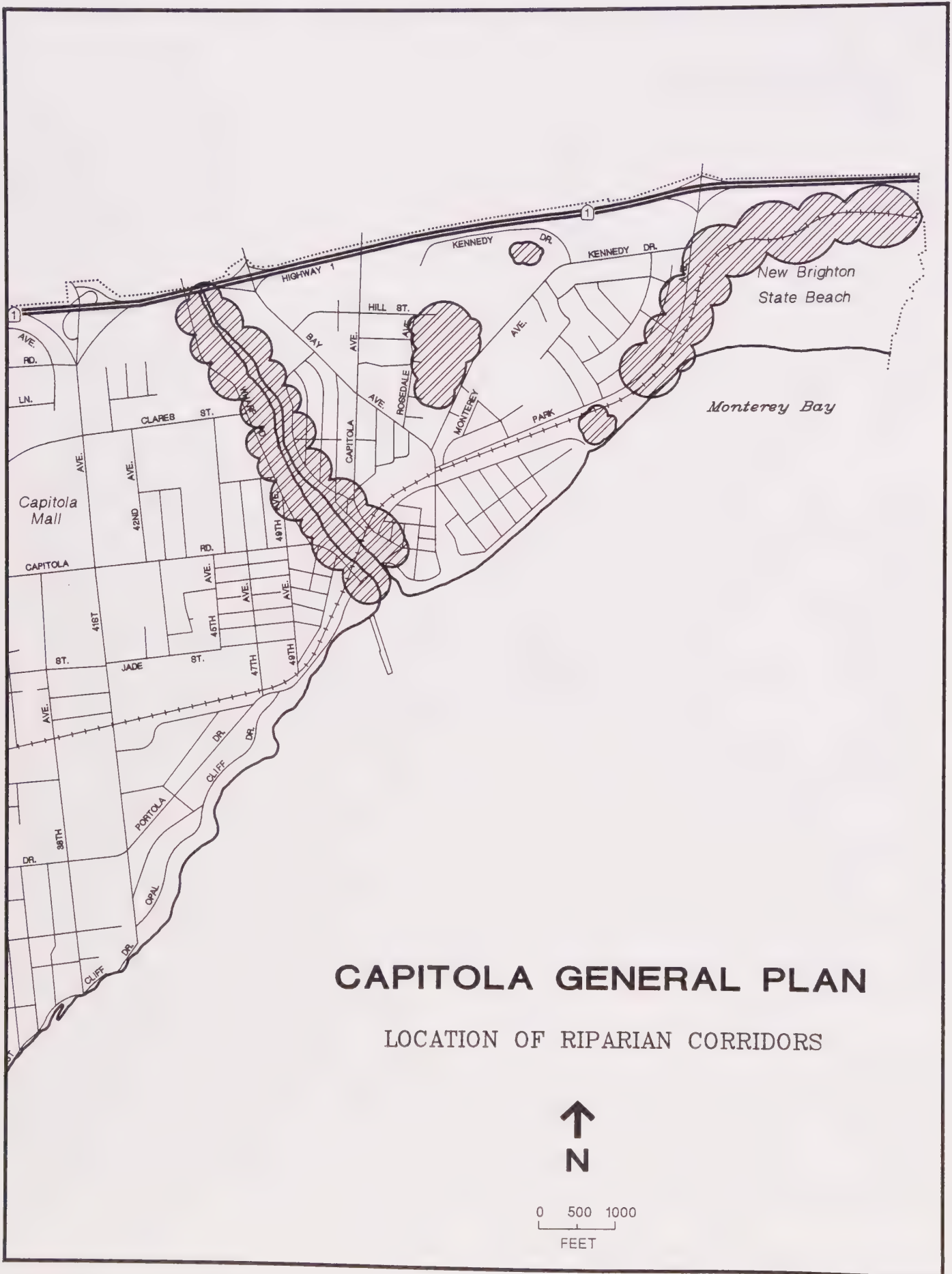
Implementation: Continue the maintenance and enhancement program for public spaces and pathways.

Policy 37: Develop a scheme for safe bicycle connection between Cliff Drive and Park Avenue and improve bicycle parking facilities.

Implementation: Develop overall bicycle plan for Cliff Drive-Village-Park Avenue transition utilizing directional signing and seek Regional Transportation Commission funds for development.

Policy 38: It shall be the policy of the City of Capitola to design a sign program for visitor information to specifically facilitate the use of beach access points.

Implementation: Develop a beach access signage program.



CONSERVATION ELEMENT

Government Code § 65302(d) specifies that the Conservation Element shall include information regarding the conservation, development and utilization of natural resources including water and its hydraulic force, forests, soils, rivers and other water, harbors, fisheries, wildlife, minerals, and other natural resources.

The overall goal of the Conservation Element is to:

GOAL: Protect and preserve the natural resources within the Capitola area.

There are two major subject areas in regards to natural resources; these are: **public resources** and **natural environment resources**.

PUBLIC RESOURCES

The City's water supply is furnished primarily through Soquel Creek Water District with a small portion of the City (primarily that area on the far west side by 41st Avenue) being serviced by the City of Santa Cruz Water District. Soquel Creek Water District's water supply is solely ground water provided through a well system. The City of Santa Cruz' primary source of water is the water collected and distributed through Loch Lomond dam and North Coast surface diversions.

The sewer and wastewater system is under the direction of the Santa Cruz County Sanitation District. The City contracts with a private firm for garbage collection and has recently (1988-89) expanded that service to include curbside recycling. The City's solid waste is taken to the County owned disposal site at Buena Vista. There is some concern about the capacity of that site for long-term planning purposes. The City needs to work jointly with the County of Santa Cruz in developing a long-range plan for solid waste disposal in the future.

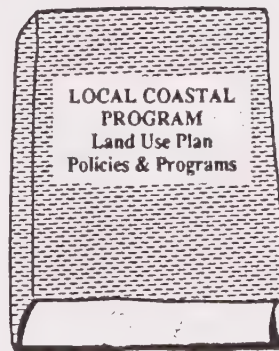
One area of public improvement that is frequently mentioned is the capacity of the City's storm drainage system, especially in times of heavy rains. There are instances of street and curb flooding because of the inability of the existing system to handle the flow. It is therefore recommended that the City develop a plan for storm drainage improvements to address this need.

Policy 1: *The City will work with the Santa Cruz County Sanitation District to develop a priority list and timeline for storm water drainage improvements for all neighborhoods in the City.*

Policy 2: *The City shall encourage the County of Santa Cruz to develop a long-range plan for cost-effective and adequate solid waste disposal sites. The City shall actively participate in the development of the plan with the County and other affected jurisdictions.*

Policy 3: *Undergrounding of all utilities within the City is a long range goal. The City shall develop a priority list and estimated time line for the undergrounding of utilities for all neighborhoods within the City. Further, the City shall encourage the formation of assessment districts to finance utility undergrounding activities.*

LOCAL COASTAL PROGRAM POLICIES



Following are policies from the City's Local Coastal Program related to Public Resources:

Policy 4: It shall be the policy of the City to cooperate with other agencies in the County and/or region

for master planning, delivery and allocation of available Public Services consistent with the Coastal Act, Sec. 32054 and 32055.

Implementation:

(A) The City shall participate in a County-wide watershed task force.

(B) The City shall maintain and review in-lieu school impact fees for new residential development.

Policy 5: Maintain the Esplanade public facilities/park area improvements.



The Escalona Gulch borders the Southern Pacific Railroad tracks by Park Avenue

NATURAL ENVIRONMENT

There are several significant natural resource areas in the City of Capitola. These include:

- o Monterey Bay and beach area
- o Soquel Creek and Lagoon
- o Rodeo Gulch
- o Soquel Creek Riparian Corridor
- o Noble Gulch Riparian Corridor
- o Tannery Gulch Creek Riparian Corridor
- o Soquel Creek and Escalona Gulch
- o Monarch Butterfly Grove

The southwestern portion of the City is fronted by the Monterey Bay waters. Of primary importance is the goal of preserving and, also, improving the quality of these waters. The Monterey Bay provides an important habitat area for marine life of all varieties. In addition, the Bay provides opportunities for public recreation and enjoyment as well as commercial operations and ventures.

Policy 6: *It is the goal of the City of Capitola to assist in protecting the ocean and bay waters and preserve their*

use as sealife habitat areas and treasured natural resources. Given this goal, the City shall continue to oppose any off-shore drilling or related activities in the Monterey Bay area and to encourage the designation of Monterey Bay as a marine sanctuary.

In addition to the Monterey Bay, the City's other natural resource areas include Soquel Creek, several riparian corridors and Monarch Butterfly groves. The riparian corridors are identified on the map on page 40.

The Soquel Creek runs through the middle of the City into the Monterey Bay. The creek is a year round water source for the wildlife in the adjoining riparian corridor as well as an important wetland habitat. The lagoon area of the creek is the only significant habitat for migratory non-marine water-birds within the Capitola city limits. In addition, the Creek supports steelhead with resident trout and non-sport species. Steelhead enter the lagoon and pass through the lower section of the creek each year.

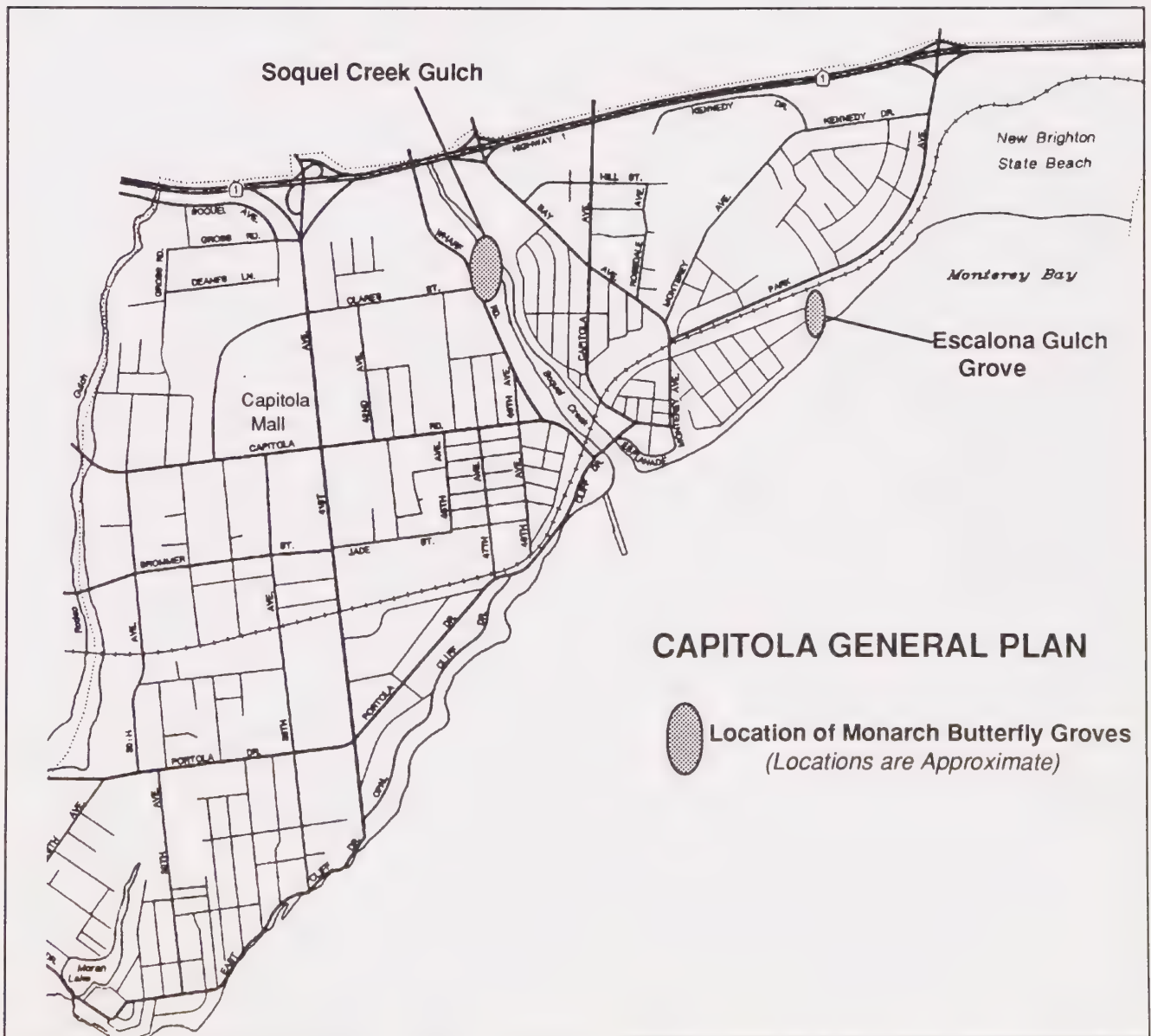
Significant problems in recent years regarding Soquel Creek have been decreased downstream

water flows and a decline in water quality. Of particular concern has been the increased amounts of algae on the creek and the difficulty of addressing the algae problem without adversely affecting the fish and wildlife. The City continues to work with the California Department of Fish and Game in addressing this problem.

Riparian corridors in the City include the woodland along the west side of Soquel Creek from the Stockton Avenue Bridge to the Highway One overpass (Soquel Creek Riparian corridor), the Noble Gulch Riparian corridor and the Tannery Gulch Riparian corridor. Woodland in these areas include Black Cottonwood trees, California Sycamores, Coast Live Oaks, Eucalyptus, Monterey Pine, Acacia and Willow trees. These corridors provide important natural resources, visual relief and support for numerous wildlife and native vegetation.

Monarch Butterfly habitats are located along Soquel Creek and in the Escalona Gulch area. These areas provide a winter habitat for the migrating Monarch butterfly. Each fall, the Monarchs arrive to spend the winter months clustered on the branches of the eucalyptus groves at Soquel Creek and Escalona Gulch. The butterflies have selected these two sites because of their special environmental characteristics. The large trees of these two groves provide excellent protection from winds and freezing temperatures. The orientation of the groves to wind and sun, the size and density of the trees, and the quiet, undisturbed setting are among the factors that make these sites among the few in the County suitable for the butterflies.

The map below illustrates the location of the City's two Monarch butterfly groves.



AIR QUALITY

Air quality is managed locally by the Monterey Bay Unified Air Pollution Control District. The goal of air quality regulatory agencies is attainment of ambient air quality standards. The 1989 Air Quality Management Plan developed by the district seeks to control sources of air pollution. In keeping with the goals and objectives of this plan, Capitola will not allow any development on land or off shore that will result in any of the following: (1) singly or cumulatively cause violation of any State or Federal ambient air quality standard; and/or (2) generate a significant amount of air pollution unaccounted for in the 1989 Plan.

Policy 7: *The City of Capitola will work to assure attainment of both Federal and State ambient air quality standards as identified in the 1989 Air Quality Management Plan.*

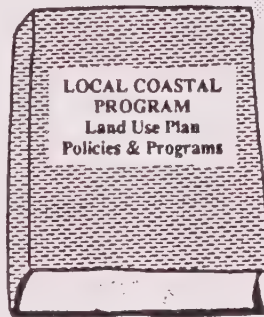
The City's Local Coastal Program (LCP), adopted in 1981, contains an in-depth examination of the natural resources evident in the Capitola community. For further information regarding these resources and a discussion of significant management concerns, please see the Capitola LCP document, "Environmentally Sensitive Habitat Regulations and Guidelines."

The policies that follow on this page and page 45 are from the 1981 Local Coastal Program and pertain to the use and protection of the natural resources in the Capitola community.

LOCAL COASTAL PROGRAM POLICIES

Policy 8: It shall be the policy of the City to require the planting of trees in new development and to protect existing trees by allowing removal only in accordance with the City's Tree Ordinance. The City should encourage new development to be designed to preserve significant vegetation.

Implementation: Enforce adopted Capitola Tree Ordinance.



Policy 9: It shall be the policy of the City to take measures within its purview to preserve and improve the quality of the waters of Monterey Bay, to support Marine Habitats, public recreation, and commercial pursuits consistent with sound resource management principles.

Implementation: (A) Cooperate with AM-BAG in the development of erosion control regulations for all new development as required by the regional water quality control board.

(B) Seek funding sources - augmenting the County's flood control program to upgrade existing inadequate facilities, specifically the onsite retention of contaminants.

Policy 10: It shall be the policy of the City to protect, maintain and, where possible, enhance the environmentally sensitive and locally unique habitats within its coastal zone, including dedication and/or acquisition of scenic conservation easements for protection of the natural

environment. All developments approved by the City within or adjacent to these areas must be found to be protective of the long-term maintainances of these habitats.

Implementation: Prepare specific guidelines and regulation for the development along Soquel Creek, Noble Gulch, Escalona Gulch and other environmentally sensitive habitats with specific emphasis on Monarch Butterfly habitats.

Policy 11: It shall be the policy of the City to maintain the maximum amount of native vegetation along Soquel Creek and other riparian areas, and to strongly support the California Department of Fish and Game in requiring a minimum flow that will support a healthy riparian habitat and permanent fishing resource in Soquel Creek.

Implementation: The City shall maintain existing water rights to Soquel Creek to ensure adequate flows for safety and recreational purposes and support the Department of Fish and Game pursuant to the stated policy.

Policy 12: Parking lots and storm drains, and storm water runoff culverts shall be improved by installing energy dissipators and sand traps or other types of grease/sediment traps in conjunction with new development or intensification of

LOCAL COASTAL PROGRAM POLICIES

use.

Implementation: Cooperate with AMBAG and Santa Cruz County Sanitation District in the development and implementation of erosion control and runoff control regulations for all development.

Policy 13: The City shall, as a condition of new development, ensure that run off does not significantly impact the water quality of Capitola's creeks and wetlands through increased sedimentation, biochemical degradation or thermal pollution.

Implementation: Same as Policy 12 above.

Policy 14: The City shall enact regulations to control erosion and run off.

Implementation: Same as Policy 12 above.

Policy 15: The City should coordinate with Santa Cruz County and AMBAG to investigate and implement sound watershed management methods for the lands within Capitola to:

- (a) maintain adequate stream flow for fish, wildlife and riparian vegetation,
- (b) control contaminated urban run off, and
- (c) encourage water conservation.

Implementation:

(A) Cooperate with AMBAG in the development of erosion control and runoff control regulations for all new development as required by the Regional Water Quality Control Board.

(B) Seek funding sources - augmenting the County's flood control program to upgrade existing inadequate facilities, specifically the onsite retention of contaminants.

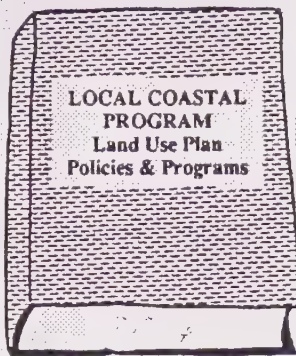
(C) Prepare specific guidelines and regulation for development along Soquel Creek, Noble Gulch, and Escalona Gulch.

(D) Develop regulations to require the use of water conservation fixtures in all new developments.

(E) Develop ordinances protecting solar access rights, and encourage new and existing developments to utilize solar resources.

(F) Encourage energy efficient site planning, construction methods, and building materials in new construction and redevelopment.

Policy 16: The City shall maintain and, as feasible, continue to enhance the habitat values of Soquel Creek through the use of the Automatic Review Zone for the Soquel Creek Riparian Corridor and Lagoon. When considering or granting a permit in this area, the City shall give special consideration



to the environmental sensitivity of this area including dedication of scenic conservation easements. In addition, the City shall encourage the use of appropriate native local riparian vegetation.

Implementation: Prepare specific guidelines and regulations for development along Soquel Creek, Noble Gulch, Escalona Gulch and other environmentally sensitive habitats with specific emphasis on Monarch Butterfly habitats.

Policy 17: The City shall maintain the habitat values of Noble Gulch where existing natural riparian corridors exist.

Implementation:

(A) Cooperate with AMBAG in the development of erosion control and runoff control regulations for all new development as required by the Regional Water Quality Control Board.

(B) Seek funding sources - augmenting the County's flood control program to upgrade existing inadequate facilities, specifically the onsite retention of contaminants.

(C) Prepare specific guidelines and regulations for development along Soquel Creek, Noble Gulch, Escalona Gulch and other environmentally sensitive habitats with specific emphasis on Monarch Butterfly habitats.

Policy 18: It shall be the policy of the City to protect the winter resting sites of the Monarch Butterfly in the eucalyptus groves of Escalona Gulch and Soquel Creek as designated on Map VI-2 (see map on page 43) by requiring detailed analysis of the impacts of development on the habitat.

Policy 19: The City shall encourage energy and water conservation by supporting public education programs and shall require low water use fixtures in new developments, as well as encouraging energy conservation techniques in site development and construction.

Implementation:

(A) Develop regulations to require the use of water conservation fixtures in all new development.

(B) Develop ordinances protecting solar access rights, and encourage new and existing developments to utilize solar resources.

(C) Encourage energy efficient site planning, construction methods, and building materials for new and redevelopment.

CAPITOLA GENERAL PLAN



CAPITOLA GENERAL PLAN

THE MAP ABOVE ILLUSTRATES SIGNIFICANT PUBLIC FACILITIES IN CAPITOLA. THE CITY'S POLICE DEPARTMENT IS PART OF THE CITY HALL COMPLEX ON CAPITOLA AVENUE. DIRECTLY ACROSS THE STREET FROM CITY HALL IS THE CENTRAL FIRE STATION. THE CITY'S COMMUNITY CENTER IS LOCATED AT JADE STREET PARK AND THE CITY CORPORATION YARD IS ON KENNEDY DRIVE.

SAFETY ELEMENT

This chapter covers safety, as prescribed by Safety Element provisions of the Government Code § 65302 (g). The Safety Element is required to address the protection of the community from any unreasonable risks associated with the effects of seismically induced surface rupture, ground shaking, ground failure, tsunami, seiche, and dam failure; slope instability leading to mudslides and landslides; subsidence and other known geologic hazards; flooding; and wildland and urban fires.

The overall goal of the Safety Element is the following:

GOAL: Strive to protect the community from injury, loss of life, and property damage resulting from natural catastrophes and other hazardous conditions.

The Safety Element has been divided into five sections in terms of policies and objectives:

- emergency preparedness,
- fire and police services,
- hazardous materials,
- seismic safety, and
- flooding.

EMERGENCY PREPAREDNESS

Defense against catastrophe combines avoidance of threatening situations with preparation of response plans. Quick action in an emergency can reduce injuries and damage. The preparation of a disaster response plan is critical to the overall coordination of services in the event of an emergency or natural catastrophe. The Capitola Police Department estimates that the City would be cut off from other County services for approximately 48 hours in the event of a disaster and would be responsible for providing emergency services during that time period. The Police Department is responsible for preparation of a Disaster Response Plan for the City which identifies a plan of action in the event of an emergency.

One concern regarding access during an emergency is the fact that the only vehicle access over Soquel Creek is the Stockton Avenue Bridge. This bridge connects the western and eastern portions of the City and would be a critical access point in an emergency. Therefore, it is important that every effort be made to maintain accessibility on the bridge at all times.

Policy 1: *The City shall develop and maintain a disaster response plan.*

Policy 2: *Essential emergency facilities shall be identified in the disaster response plan and provisions made to ensure that they will function in the event of a disaster.*

Policy 3: *The City shall strive to educate the community about environmental hazards, measures which can be taken to protect lives and property, and methods for responding to various disasters*

Policy 4: *The City shall cooperate with other public agencies to store, organize, distribute, and administer emergency medical equipment, supplies, services, and communication systems.*

Policy 5: *The Stockton Avenue Bridge shall continue to serve as the major connector for traffic and access within the community.*

Implementation:

(1) *The City will develop a detailed maintenance plan which specifies work to be completed in order to keep the bridge accessible at all times. Further, the maintenance plan will specify methods for removing fallen trees and other debris that could be detrimental to the integrity of the bridge.*

(2) *In the event that a natural or man-made catastrophe renders the Stockton Avenue Bridge inoperable, the pedestrian bridge to be built by the Rispin Mansion shall be used as a pedestrian connector between the east and west banks of Soquel Creek.*



MOST OF THE BUILDINGS AND PROPERTIES IN THE CITY OF CAPITOLA ARE SERVICED BY THE FIRE STATION LOCATED ON CAPITOLA AVENUE ACROSS FROM CITY HALL.

CAPITOLA POLICE DEPARTMENT IS LOCATED AT THE CITY HALL COMPLEX ON CAPITOLA AVENUE.



FIRE AND POLICE SERVICES:

Police services in Capitola are provided through the City Police Department. The Department is located at the City Hall complex and had 23 sworn officers in 1988.

Fire protection services for City residents are provided through the Central Fire District. This district serves property in the Capitola, Soquel and Live Oak area. The majority of Capitola properties are serviced through the fire station located on Capitola Avenue across from City Hall. A small portion of the City (properties located west of 41st Avenue) are serviced through the station on 17th Avenue in Live Oak. The District also owns property for a potential fire station on Jade Street between the Jade Street Park and 41st Avenue. Whether a station will be built on that property is still to be determined based on projected future needs. The Fire District has 30

volunteer and 46 paid employees. All paid employees have emergency medical training and the average response time to a call in the City is under 2 minutes.

Policy 6: *Emergency routes for fire and police shall be accessible at all times and shall be kept free of traffic obstacles.*

Implementation:

- (1) *The City shall prepare an emergency circulation plan that identifies major access routes throughout the City.*
- (2) *The City will continue to cooperate with the County of Santa Cruz to develop a countywide disaster plan that includes evacuation sites and evacuation routes within and surrounding the City of Capitola.*

Policy 7: *Fire hazards shall be mitigated where appropriate with proper siting, use of fire-resistant materials and landscaping, and/or installation of early warning systems (alarms and sprinklers).*

HAZARDOUS MATERIALS

"Hazardous materials" covers a large number of substances that are a danger to the public. These include toxic metals, chemicals, and gases; flammable and/or explosive liquids and solids; corrosive materials; infectious substances; and radioactive materials.

The City has adopted a Hazardous Materials Ordinance which requires that the City be notified of all use, storage and transport of hazardous materials. The City also cooperates with the County of Santa Cruz and the Central Fire District in responding to an emergency hazardous material spill. Under the first response system, Central Fire District personnel would respond to a hazardous material spill in the City.

One area of concern regarding toxic spills is the close proximity to Soquel Creek of the Capitola Auto Plaza Mall and to Highway One. In case of an oil spill from either of those locations, the discharge could "leak" into Soquel Creek. The City needs to develop procedures for the containment of such accidental discharges.

Policy 8: *The City shall review the existing Hazardous Materials Ordinance on a regular basis and update as necessary.*

Policy 9: *Most of the City's storm water and street drainage system empties into Soquel Creek. Sanitation District Zone V shall make every effort to protect the Creek from accidental discharge of hazardous materials through the drainage system. In the event that there is a serious discharge of hazardous materials into the Creek, the City will quickly respond with the appropriate equipment to contain and, if possible, remove the discharge.*

Implementation:

The City will identify appropriate response containment equipment that is available within the County and, also, evaluate the feasibility of the City acquiring its own containment equipment.

Policy 10: *The City shall develop a local plan or cooperate with other jurisdictions for regional collection of household hazardous materials.*

SEISMIC ISSUES

Earthquakes originate as shock waves generated by movement along an active fault. The primary seismic hazards are ground shaking and the potential for ground rupture along the surface traces of the fault. Secondary seismic hazards result from the interaction of ground shaking with existing soil and bedrock conditions, and include liquefaction, settlement, landslides, tsunamis (tidal waves) and seiches (oscillating waves in enclosed water bodies). There are no active faults which underlie the City but faults are located nearby in the Santa Cruz Mountains and offshore in the Bay. A high magnitude earthquake along any of these faults would result in intense shaking within the City.

Policy 11: *New development along the coastal bluffs shall be evaluated for seismic integrity.*

Implementation:

- (1) *All development along the coastal bluffs and beach areas must demonstrate the geologic stability of a structure for a 50 year period, must not significantly contribute to the instability of the coastal bluffs or beach areas, and must be consistent with other policies of the Capitola General Plan and the Local Coastal Plan.*
- (2) *Soils Report and seismic evaluation shall be required of all new construction within 200 feet of the edge of the coastal cliff line.*

FLOODING AND TSUNAMIS

The lowlands along Soquel Creek, most of the Village, and the lowlands immediately adjacent to Noble Gulch lie within the 100 year floodplain. This designation means that the area within the floodplain is expected to flood at least once every 100 years. Flooding typically occurs due to major rainstorms that cause overflow of stream courses, and may also be aggravated by inadequacies in local storm drain facilities.

The City has adopted a flood plain ordinance and areas within the 100 year floodplain are eligible to apply for floodplain insurance.

LOCAL COASTAL PROGRAM POLICIES

Following are policies from the City's existing Local Coastal Plan related to Seismic Activity:

Policy 12: The City shall require all new building plans, for public use structures or multi-residential (more than three units), to conform with the Uniform Building Code construction standards.

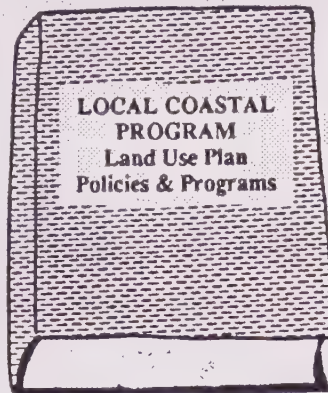
Implementation: Require geologic/engineering reports in areas of high seismic shaking for structures subject to public use or multi-residential as required by the UBC.

Policy 13: It shall be the policy of the City of Capitola to adequately plan for natural hazards in new development, reduce risks to life and property, and revise all plans and the Zoning Ordinance to be in conformance with all the policies of the Coastal Act relating to hazards and shoreline structures.

Implementation:

- (1) Require geologic/engineering reports in areas of high seismic shaking for structures subject to public use or multi-residential as required by the UBC.
- (2) Revise Zoning Ordinance to require geologic reports for all development proposed on coastal bluffs or beaches, including shoreline structures such as seawalls and including provisions of Policy VII-8.

Policy 14: All geologic/engineering reports required by the City pursuant to the policies of this component shall be prepared according to the guidelines for practice issued by the California Division of Mines and Geology, specifically CDMG notes Numbers 37 (Guidelines on Geologic/Seismic Reports), 43 (Recommended



Guidelines for Determining the Maximum Probable Earthquakes), 44 (Recommended Guidelines for Preparing Engineering Geologic Reports) and interpretive Coastal Commission Guidelines for Bluff Top Development.

Implementation: Incorporate policy requirements for all development proposals subject to Policy VII-2.

Policy 15: A geologic/engineering report which indicated methods of achieving structural stability and mitigation measures to prevent erosion shall be submitted for any structure which is to be constructed on a slope in excess of 30 percent.

Implementation: Revise Zoning Ordinance to require geologic/engineering report for structures to be built on slopes in excess of 30 percent.

Policies from Local Coastal Program related to flooding and tsunamis:

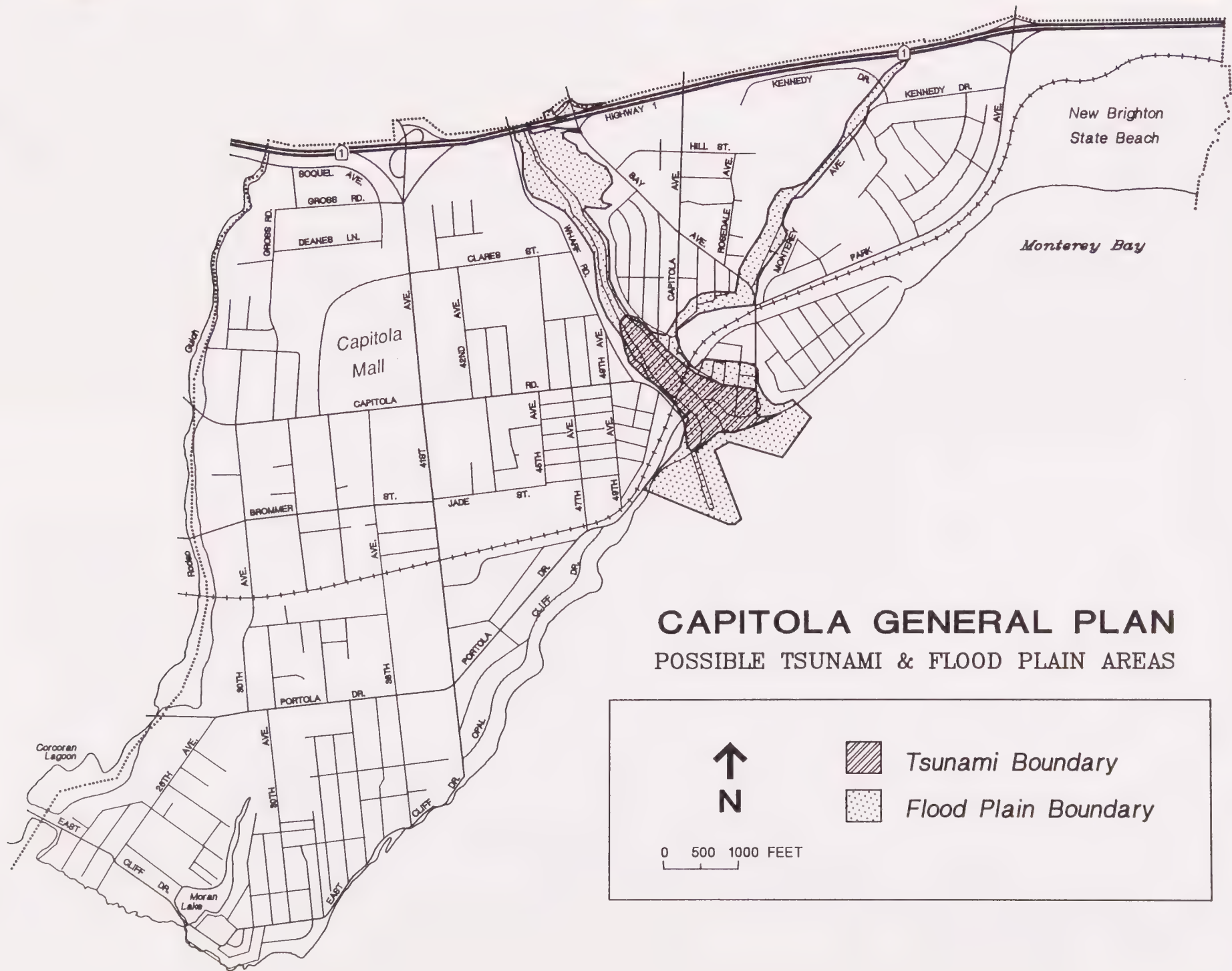
Policy 16: It shall be the policy of the City to adopt a local flood plain ordinance consistent with Federal Emergency Management Agency (FEMA) requirements for designated 100 year flood plains.

Implementation: Adopt flood plain ordinance.

Policy 17: (Tsunamis) Measures to mitigate possible flooding shall be submitted for all new structures that will be occupied by the public located in areas as shown on Map VII-3 (in Local Coastal Program Land Use Plan).

Implementation: Develop regulations limiting development in coastal flood hazard areas as designated by FEMA.

Tsunamis or seismic sea waves are large oceanic waves, resulting from submarine volcanic eruptions, seismic events, or landslides. The maximum probable tsunami to hit Capitola's shoreline is estimated to be 20 feet in height. The map on the facing page illustrates the estimated boundary lines for tsunamis and flooding potential in the Capitola area. On the following page (page 52) is the map detailing potential seismic shaking hazard areas.





NOISE ELEMENT

The most significant noise problems in the City of Capitola are traffic related. Generally, however, noise (which is defined as unwanted sound) is not a major problem in the City. Occasional noise disturbances have been noted with respect to village night life, however, this appears to be limited in nature. In many parts of the City the loudest continuous sounds come from the ocean. These sounds are normally considered desirable unless combined with high winds and tides, therefore, they are not considered in the Noise Element.

The noise sensitive locations identified in the City of Capitola were the Capitola Elementary and New Brighton Middle School both found near the intersection of Monterey Avenue and Washburn Avenue. Noise sensitive locations are areas where quiet is essential to the use.

The effect of transportation generated noise levels is the most significant consideration in this element of the General Plan.

Figures 1 and 2 on the following pages present the results of the noise exposure estimates for existing and future traffic volumes. The greatest noise levels are associated with the traffic on the Route 1 Freeway. The large volumes and high speeds on this road combine to create a noisy area next to the freeway. The extent of this noise may be identified by how far the noise contours extend into the adjacent properties.

Based on transportation sources the only land use compatibility problem areas, of any magnitude, lie adjacent to the freeway. The average sound levels along 41st Avenue are also relatively high. Land uses along this road are more compatible with the noise levels estimated. With these two exceptions, it may be said that the residents of Capitola enjoy "quiet".

The overall goal of the Capitola community is to preserve the quiet that exists in the City.

Two approaches are taken to achieving this objective. The first addresses the noise itself and measures which can be taken to reduce that noise. The second approach is to take steps to protect the community from the noise intrusion.

Following are those goals and policies recommended as a part of this plan:

GOAL: Minimize vehicular and stationary noise sources and noises emanating from temporary activities.

Policy 1: *Support implementation of state legislation that requires reduction of noise from motorcycles, automobiles, trucks and aircraft.*

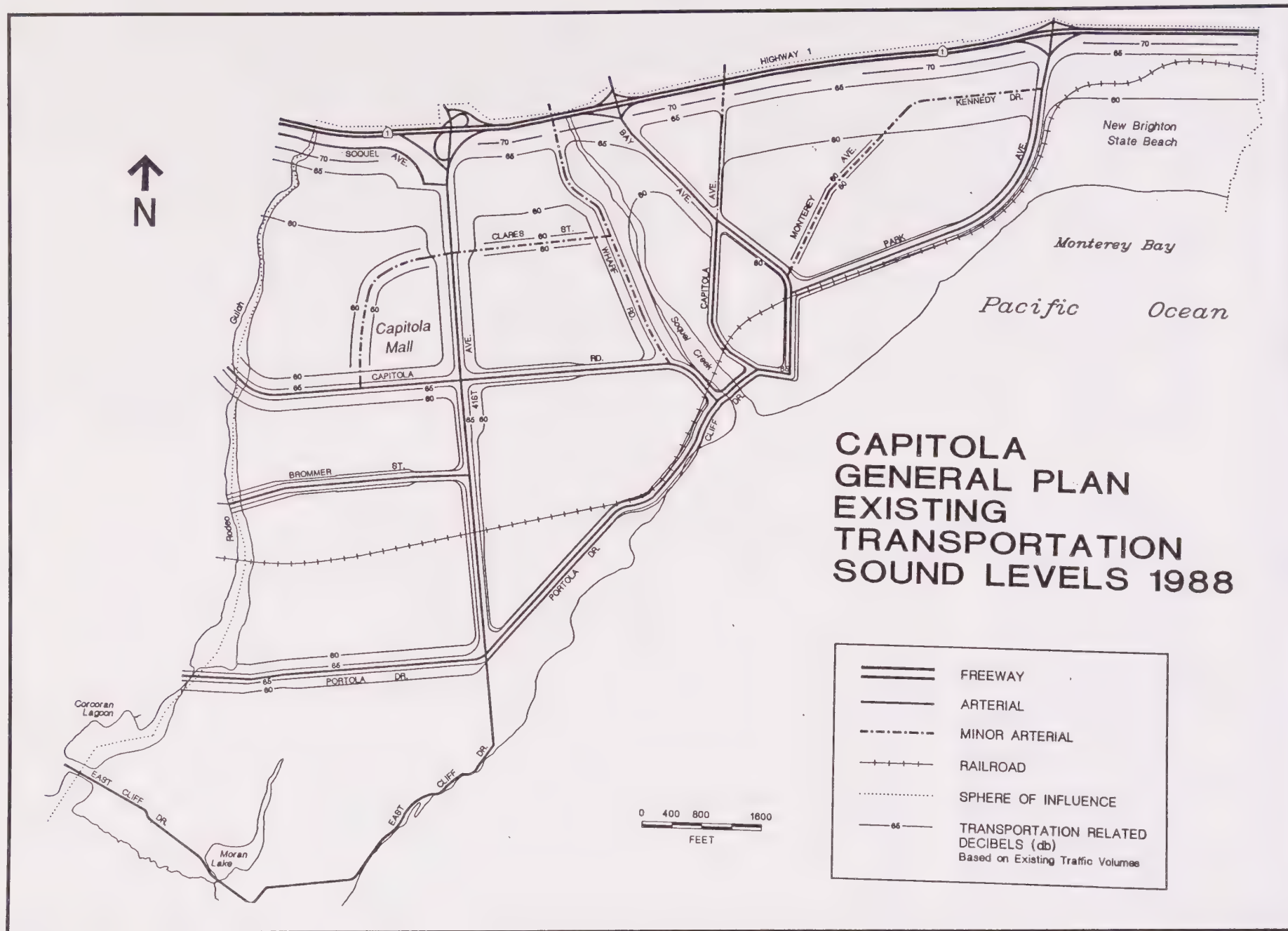
Reducing the sound levels from these sources is practically speaking the only measure which can reduce the major source of noise in the community. A national and or statewide concern for this issue will encourage such legislation.

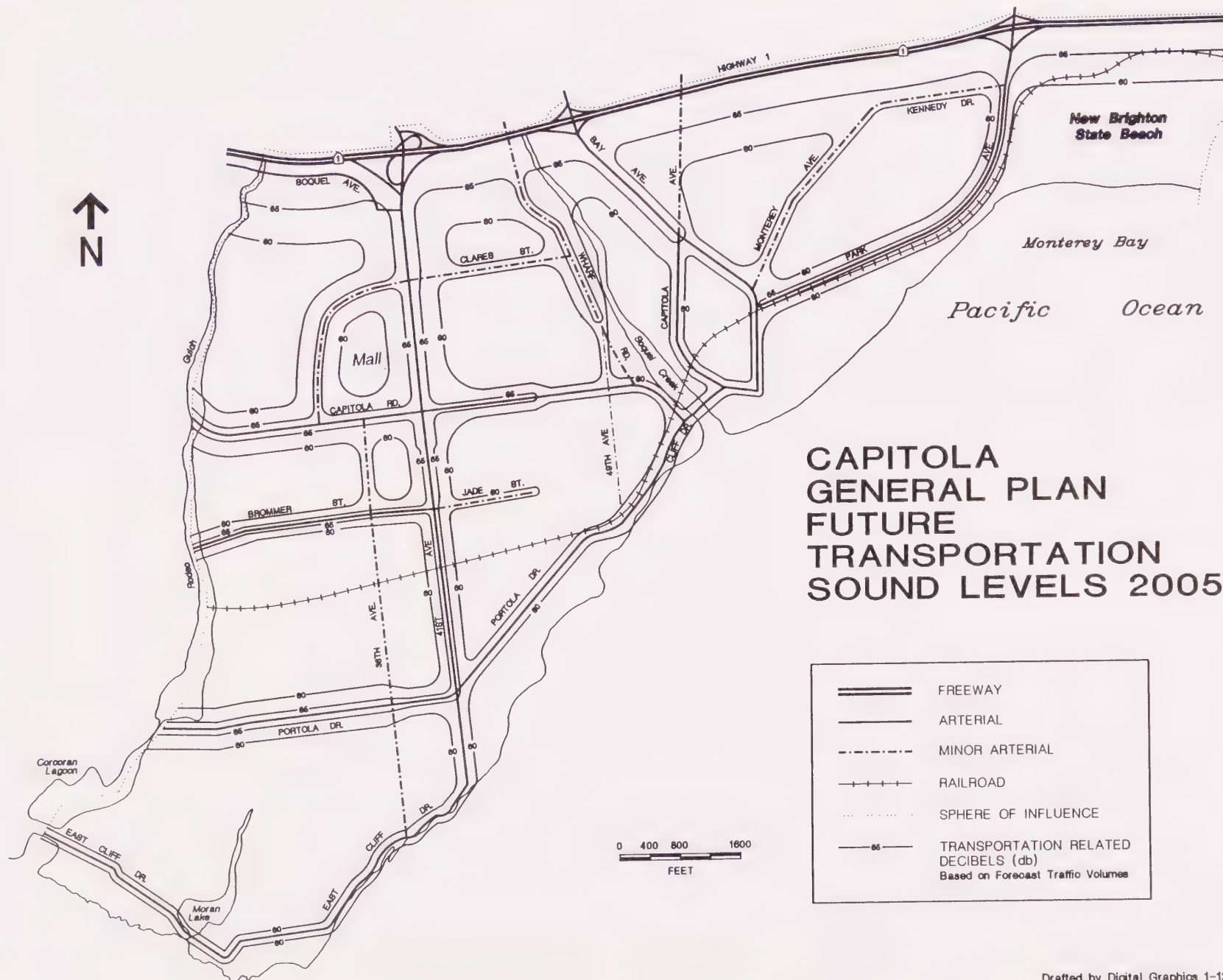
Policy 2: *Ensure that new development or proposed changes to development mitigate noise to acceptable levels.*

On the following two pages are maps of Capitola with both existing and estimated future noise levels charted. Described below is the methodology used to determine the noise levels.

Noise Analysis Methodology

The noise levels generated by transportation on the State Highway and the major City streets were estimated by using the existing and future traffic volumes, speeds, truck percentages, and surrounding terrain and calculating the sound level at specific distances away. This analysis is done only for the major roads in the City where the noise levels are expected to be high. The noise metric used in this evaluation is the Ldn metric which is a day-night average level measurement. Ldn represents daily levels of noise exposure averaged on an annual basis. The basic theory and methodology used for this estimate is described in "FHWA Highway Traffic Prediction Model" prepared for the Federal Highway Administration by T.M. Barry and J. A. Reagan, Report Number FHWA-RD-77-108.





CAPITOLA GENERAL PLAN

Any new sources of noise such as from air conditioners, compressors, or other machinery should be designed, located, and insulated to reduce the noise generated to the surrounding area.

Policy 3: *Maintain a noise control ordinance which addresses the hours of operation of construction equipment, outdoor power tool use, leaf blowers, parking area vacuums, loud parties or activities and vehicle noise.*

Policy 4: *Consider the noise effect of any proposed rail operation on abutting properties.*

The current activity on the rail is minimal and may even be considered to add to the atmosphere. Additional rail operations may not be as sympathetically received by adjoining property users. The type of vehicle and the hours and manner of operation will have an effect on the "noise" perceived by this community.

GOAL: Ensure that land uses and the noise environment are compatible.

Policy 5: *Adopt and enforce land use compatibility standards as shown on page 57. These standards are generally consistent with California Department of Health recommendations.*

The California Department of Health Services has prepared guidelines which recommend sound level thresholds of acceptability for varying land uses. These guidelines with minor amendments have been incorporated as a part of the City noise policy. They are presented in the chart on the facing page. A noise exposure level less than 60 db Ldn is considered acceptable for most land use categories in the City of Capitola. Sound levels ranging from 60 to 70 db Ldn may require certain noise reduction requirements depending on the particular land use. Community noise exposure levels over 70 db are normally not acceptable for residential, school, library, hospitals and other noise sensitive uses.

Policy 6: *Mitigate noise to insure that Ldn values do not exceed 45 db in habitable rooms in all residential development.*

Policy 7: *Identify areas adjacent to Route 1 as noise sensitive areas which require further noise analysis particularly for residential development.*

Policy 8: *Require an acoustic study for all proposed projects which may have a noise exposure greater than normally acceptable as indicated by Land Use Compatibility Standards. Noise exposure is defined by the future Ldn contour lines in the General Plan maps.*

A typical acoustical study will include a more precise estimate of existing and future noise exposure levels for both exterior and interior locations in the project. Measures should be identified which will reduce the future sound levels to acceptable levels. The incremental reduction anticipated for each measure should be identified.

Policy 9: *Require sound reduction measures where indicated as necessary to maintain compatibility of land uses.*

Policy 10: *Wherever possible, use measures such as landscaping mounds to avoid the use of obtrusive sound reduction walls.*

NOISE: AN EXPLANATION

Noise is defined as unwanted sound. Because of the imprecision of this definition, however, the evaluation of noise may be very subjective. In simpler terms, what is noise to one may be music to another. As a result it has been necessary to develop average values of sound level acceptability. In California the Department of Health Services has adopted guidelines which define acceptable noise exposure levels for varying land uses.





The purpose of the Noise Element of a General Plan is to identify the noise sources existing and anticipated in a community and to develop strategies to incorporate that information into the land use planning process. Avoiding incompatible land uses and designing for acoustic insulation are but two measures for addressing the concern for noise.

Several definitions which may be helpful are:

Decible, db, is a unit of measure describing the amplitude of sound as a function of the pressure of that sound.

Ldn, day-night average level, is the average equivalent sound level during a 24 hour day, obtained after addition of 10 decibels to sound levels during the hours of 10 p.m. and 7 a. m.

Noise Contours are lines drawn about a noise source indicating constant levels of noise exposure.

LAND USE CATEGORY	Community Noise Ldn or CNEL,dB					Interpretation
	55	60	65	70	75	
Residential- Single Family Duplex, Mobile Home						<p> NORMALLY ACCEPTABLE</p> <p>Specified land use is satisfactory, based upon the assumption, that any buildings involved are of normal conventional construction, without any special noise insulation requirements.</p> <p> CONDITIONALLY ACCEPTABLE</p> <p>New construction or development should be undertaken only after a detailed analysis of the noise reduction requirements is made and needed noise insulation features included in the design. Conventional construction, but with closed windows and fresh air supply systems or air conditioning will normally suffice.</p> <p> NORMALLY UNACCEPTABLE</p> <p>New construction or development should generally be discouraged. If new construction or development does proceed, a detailed analysis of the noise reduction requirements must be made and needed noise insulation features included in the design.</p> <p> CLEARLY UNACCEPTABLE</p> <p>New construction or development should generally not be undertaken.</p>
Residential- Multi-Family						
Transient Lodging Motel, Hotel						
School, Library, Church, Hospital, Nursing Home						
Auditorium, Concert Hall						
Sports Arena, Outdoor Spectator Sports						
Playground, Neighborhood Park						
Golf Course, Stable, Water Recreation, Cemetary						
Office Building, Business, Commercial and Professional						
Industrial, Manufacturing, Utilities, Agriculture						

CITY OF CAPITOLA

LAND USE COMPATIBILITY STANDARDS FOR NOISE ENVIRONMENTS

Based on guidelines prepared by State of California, and modified by City



Providing sufficient parking in the Village and beach area was a topic of significant discussion during the 1988-89 General Plan Update. As this picture demonstrates, however, parking is not a new problem in Capitola. This photograph was taken in the early 1920s before the Venetian Court development was built. Note how wide Soquel Creek is in the photograph.

Photograph courtesy of Lew Deasy.

CIRCULATION ELEMENT

Capitola Tomorrow

During the horizon of this General Plan, the City of Capitola will remain at relatively the same residential development density that exists today, however, the transportation demands will increase substantially. The City will continue to provide a safe and convenient — though somewhat slower — system for the automobile. It is anticipated that the automobile will remain the major means of transportation. Slower speeds will be acceptable, particularly in sensitive areas such as the village and residential neighborhoods. Free flowing travel speeds may not be desired in these areas. Traffic traveling through the City will not be encouraged, but provision will be made for east-west travel.

Existing facilities will be made as efficient as possible through such measures as signal coordination. Signing programs and bicycle safety education programs will be used to make circulation safer and more efficient. Innovative methods of transportation financing will be used to maintain the circulation system in its desired high quality.

A transit system will be available which provides a continuous resident and visitor shuttle throughout the City. This transit system will include both busses on City streets and rail vehicles on the existing tracks. Rail connections to major attractors are available.

A bicycle and pedestrian system, which connects schools, parks and neighborhoods, will exist on all major streets.

The community will have made every effort to reduce travel and the impacts of the automobile by such measures as providing community needs within the City of Capitola.

Providing for tomorrow's circulation system is essential to the vitality of the City. Care must be taken, however, to insure that this system does not overrun the community which it is intended to serve.

Therefore, the major goal for circulation in the City of Capitola is:

GOAL: To balance a desirable level of service on the circulation system with the community's desire to limit the impacts of that system on the community.

EXISTING CONDITIONS

Overall, the City's transportation network is operating at an adequate level of service with periods of congestion on only a few of the major roads. Roadways experiencing congestion are State Route 1, 41st Avenue, Bay Avenue, and Park Avenue as well as the streets in the Village area. These roads experience congestion during peak hours on weekdays as well as during peak recreation travel periods.

Capitola is serviced by a system of streets made up of local streets, collectors and arterials. This street classification is defined below. The streets within the City vary in width and abutting facilities but are generally in good condition. A description of each of the major roads follows:

STREET CLASSIFICATION

Streets and highways are often classified by their function in circulation systems. This classification defines the role of each road segment in the hierarchy of the system as a whole. Different design standards are applied to the separate classifications.

Streets serve two major functions: access to property and through travel. Streets are classified on the basis of the extent to which they serve one function versus another.

Freeways: Serve very limited access. Primary emphasis is moving higher speed through traffic from area to area.

Arterial: Primary emphasis is moving traffic. Access is provided but not emphasized.

Collector: Equal emphasis on moving traffic and providing access to adjacent property. Collects traffic from local streets to arterials.

Local Street: Primary emphasis is providing access to adjacent property. Through movement is discouraged.

LEVEL OF SERVICE

The concept of level of service is becoming more familiar to the general community. The concept was developed by traffic engineers as a method to qualitatively measure operational conditions within a traffic stream, and their perception by motorists and/or passengers. The "Highway Capacity Manual (HCM), Special Report 209", prepared by the National Research Board is the most recent comprehensive publication on this subject. The following definitions and description are from that source and from an earlier work of the same name prepared by the Highway Research Board and numbered Special Report 87.

According to the HCM a level of service definition generally describes operational conditions in terms of such factors as speed and travel time, freedom to maneuver, traffic interruptions, comfort and convenience, and safety. Six levels of service are defined for each type of facility. They are given designations, from A to F, with level-of-service A representing the best operating conditions and level-of-service F the worst.

The various levels of service may be defined as follows:

- **Level-of-Service A** represents free flow. Individual users are virtually unaffected by the presence of others in the traffic stream. Freedom to select desired speeds and to maneuver in the traffic stream is extremely high. The general level of comfort and convenience provided to the motorist, passenger or pedestrian is excellent.
- **Level-of-Service B** is stable flow but the presence of others in the traffic stream begins to be noticeable. There is a slight reduction in maneuverability. Level of comfort and con-

venience is somewhat less because of the presence of others. This level is usually targeted for rural design purposes.

- **Level-of-Service C** is stable flow but the presence of others in the traffic stream significantly affects speed and maneuverability. The general level of comfort and convenience is noticeably reduced. This level is generally accepted as the design standard for urban areas. Average delays are less than 25 seconds.

- **Level-of-Service D** is high density but stable flow. Speed and maneuverability are severely restricted, and the driver or pedestrian experiences a generally poor level of comfort and convenience. Small increases in traffic flow may cause operational problems at this level. Average delays are less than 40 seconds.

- **Level-of-Service E** is unstable traffic flow at or near capacity level. Average delays will range between 40 and 60 seconds.

- **Level-of-Service F** is forced or breakdown flow. Operation may be described as stop and go and extremely unstable. Long delays of 60 seconds or more are experienced.

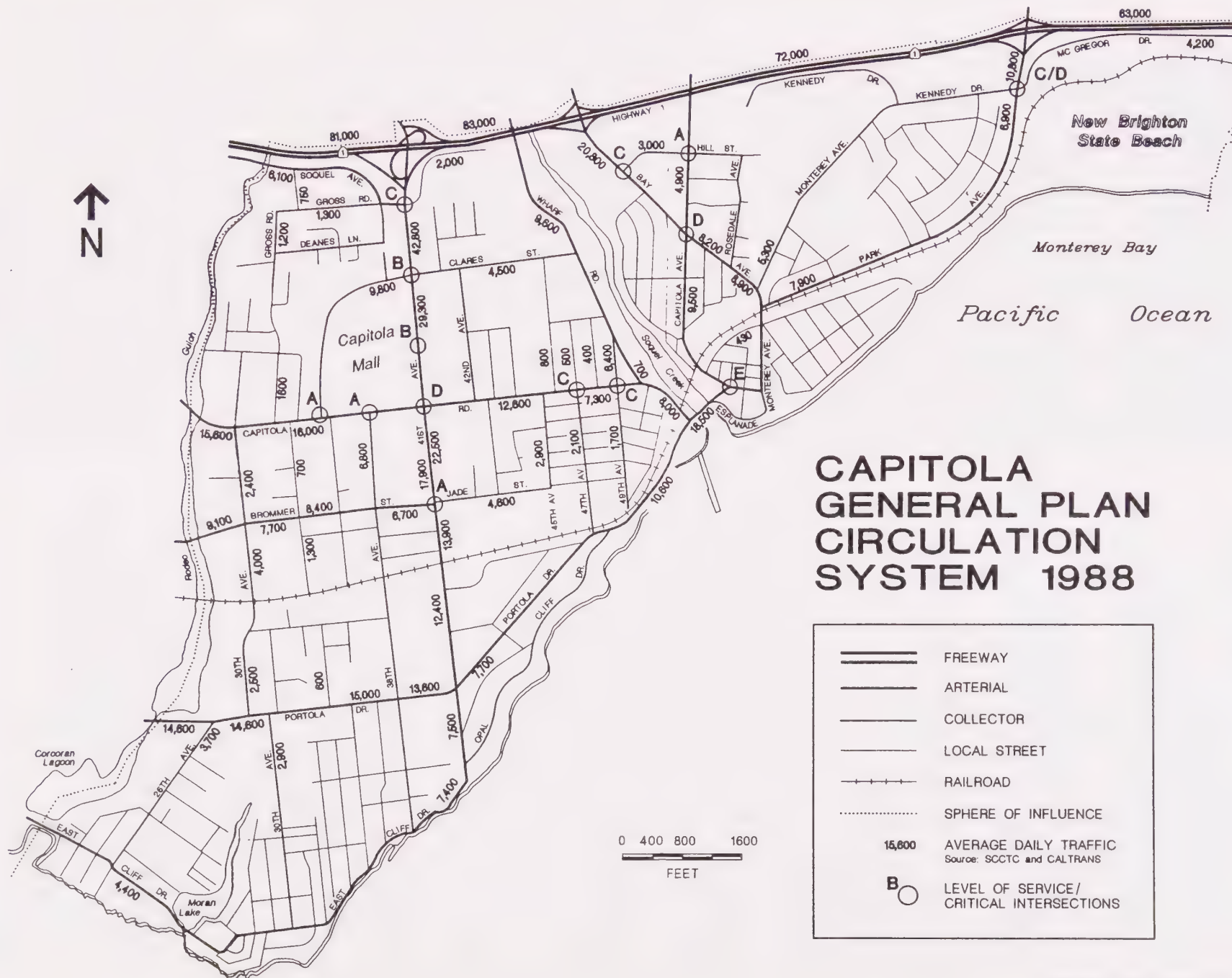
Urban roadways are particularly sensitive to intersection controls, driveways, parking conditions and other traffic friction factors. Level of service values in this plan should be used in evaluating the relative difference between roadways for planning purposes only. It is recommended that where specific concerns arise the level of service be precisely calculated.

Existing Traffic Volumes

Existing traffic volumes for the major roads and other significant roads were gathered primarily from counts made by the Santa Cruz County Transportation Commission. The counts were taken over the last three years and have been adjusted up to reflect an estimate of traffic in 1988. The traffic volumes on Fridays accounted for the largest volumes of the week. Saturday traffic averaged close to weekday traffic while Sunday traffic was measured 10 to 20 percent less. Peak recreation weekend travel

increases traffic by 20 to 30 percent over the typical weekend. The average 24 hour volumes are depicted in Figure 1 on the opposite page.

The traffic counts on Route 1 specifically and the major streets in Capitola generally reflect a growth trend well above that of the population. The growth in traffic on Route 1 is three times the growth rate of the County as a whole. Auto registration has increased at a rate over 50% higher than the population growth rate.



CAPITOLA GENERAL PLAN CIRCULATION SYSTEM 1988

- FREEWAY
- ARTERIAL
- COLLECTOR
- LOCAL STREET
- RAILROAD
- SPHERE OF INFLUENCE
- AVERAGE DAILY TRAFFIC
Source: SCTC and CALTRANS
- LEVEL OF SERVICE/
CRITICAL INTERSECTIONS

Drafted by Digital Graphics 1-5-89

CAPITOLA GENERAL PLAN

The significant growth in transportation demand can be attributed to a number of factors including:

- **Growth in the economy**
- **Increase in the number of wage earners per household**
- **Increase in the percentage of the driving age population.**

As the regional shopping and recreation center for the area the City of Capitola has endured this growth in spite of the little residential growth in the City.

The traffic counts, road configuration and signal timings were used to calculate the Level of Service of the roadway system. This grading system is defined on page 60. The capacity and level of service of a major urban street is controlled by the capacity of the intersections. Typically midblock conditions do not control capacity. Therefore, the capacity of a midblock portion may be estimated by the capacity of the intersection which it approaches. Where a specific concern is raised a detailed analysis may be necessary for a more precise estimate of the level of service. The 1988 service levels of the major road-way intersections is depicted on page 61.

As can be seen from the Circulation System Level Map, the major problem areas are at the intersections of:

- *Capitola Road and 41st Avenue*
- *Stockton Avenue and Capitola Avenue*
- *Capitola Avenue and Bay Avenue and*
- *Park Avenue and McGregor Drive*

The Bay Avenue and Park Avenue interchanges of Route 1 in Capitola are also operating at poor levels of service. These intersections are programmed to be improved in the next five years and therefore were not evaluated in this analysis. The 41st Avenue interchange has recently been improved.

Many of Capitola's local streets meander through the older neighborhoods on very narrow alignments. These narrow streets often have high parking demands on them. Although these streets may not be up to today's standards, they appear to provide a service acceptable to the community. The major concerns in these neighborhoods are to protect them from unnecessary through movement and to provide for safety.

Public transit in the City of Capitola is provided by the Santa Cruz Metropolitan Transit District. A

major transfer point is provided at the Capitola Mall. From this point connections can be made to all other parts of the County. Five routes provide local service within the City. The City provides a special beach shuttle on weekends from a remote lot near the intersection of Park Avenue and McGregor Drive. Transit service may be judged very good for a community of this size.

A number of the streets in the City have bicycle lanes along the shoulder of the road. Although there are a number of gaps in the system the City is progressing toward a more complete system. There are a considerable number of bicyclists using these bikeways for commuter and recreational purposes. The Bikeway Map identifies where bikeways exist.

Provision for pedestrians is made primarily on the sidewalks that exist in portions of the City. Some of the older areas of the City do not have sidewalks but do have special walkways scattered about which encourage this mode of travel. Opportunities exist for greater pedestrian activity in this relatively compact City.

The Southern Pacific Railroad right-of-way crosses the City from east to west. This rail line is used exclusively for shipping purposes. Passenger service has not been provided on this line for many years. The rail line itself is in relatively good shape through the City. There are only three public "at grade" crossings in the City, all of which are protected by gates.

Parking within the Village area has been a concern for a number of years. During the course of those years several different programs and projects have been initiated to deal with this issue. Although the total parking in the village exceeds, by a narrow margin, the requirements for the uses that exist there, the parking available is often ineffectively used and the peak recreational periods put inordinate demands on it.

FUTURE CONDITIONS

Future traffic in Capitola will increase primarily as a result of growth in the County, particularly in the area surrounding the City. AMBAG forecasts growth in the City of Capitola to increase at a rate of .7% per year during the life of the plan. The Santa Cruz County Transportation Commission forecasts growth in non-residential development, as measured by employment, at a rate of 1.1% per year. Corresponding population growth rates for Aptos, Soquel, and Live Oak range from two to four times

larger. The forecast for non-residential development for the City of Santa Cruz and the unincorporated area of the County is 50% greater than that forecast for the City of Capitola. Because the City is very nearly at the geographic center of the population and because of its standing as a regional commercial and recreation center, the traffic forecasts are driven primarily by the growth outside the City.

The methodology identified as Simplified Project Forecasting (SPF) Model Formulation, which was developed under the auspices of the Federal Highway Administration, was used as the basis for the Capitola Plan forecasts. Essentially growth factors were developed to expand existing traffic counts. These factors are based on the expected growth in the City, growth in the surrounding area, and the growth trends in traffic in the recent past. The growth factors were applied to the counts available in the City. The forecast traffic is presented in the illustration on page 63. A new level of service was calculated for the major intersections in the area. Where improvements have already been considered or identified they were incorporated into the intersection analysis.

Growth in traffic can be expected to range from about 20% on local streets in Capitola to 40, 50, and even 70% on the major arterials in the City. This increase in traffic will have considerable impact on crosstown traffic as well as on 41st Avenue. Growth of traffic on Route 1 is based on the transportation model developed by the Santa Cruz Transportation Commission. This growth is somewhat higher than predicted by the methodology developed for this plan. The County figures are presented because they have been accepted as the future regional traffic forecast. Increases of 60% are predicted for Route 1 north of Capitola and volumes 90% higher are forecast for the highway south of the City. This transportation demand will in all likelihood occur unless there are major changes to the current travel patterns and trends.

The forecast of traffic and intersection analysis assumes that the existing circulation network will remain essentially constant. There are no major widening or new roads anticipated as part of this plan. Given these assumptions, several critical intersections evidently will exceed acceptable delay levels.

41st Avenue

The intersections on 41st Avenue at Gross and Clares Street both will reach a level of service E. Some modifications to the intersections are anticipated, however the most effective change to the intersections would be additional turn lanes both for movement from 41st Avenue and from Clares Street. The extension of 40th Avenue from Gross Street to Clares Street would also improve the operation of these two intersections. The intersection of 41st Avenue and Capitola Road is proposed to be improved by the addition of left turn lanes from Capitola Road. This design will improve the existing level of service at this intersection and provide capacity for the future. The coordinated approach to addressing traffic on 41st Avenue includes the improvements mentioned above as well as interconnecting signals, and encouraging the use of intersections with more reserve capacity.

Capitola Road

Along Capitola Road the anticipated volumes clearly warrant four lanes at the entrance to the City. Every effort should be made to encourage the County to place a high priority on the widening of this road. It is included in the County Redevelopment Plan Program of Projects. Within the City the intersections of 47th Avenue and 49th Avenue are anticipated will reach level of service D. Although this may be acceptable within the village, minor improvements at the intersection approaches will improve the level of service at these intersections.

Bay Avenue

Two intersections along Bay Avenue will exceed the desired level of service. The intersections at Hill Street and at Capitola Avenue would benefit from the addition of a signal. A typical signal design may not be consistent with the village character desired along this corridor. Consideration should be given to incorporating the village concept into the design process.

Capitola Village

The intersection of Capitola Avenue and Stockton Avenue, in the heart of the village is estimated will be at level of service E. Although signalization would benefit the intersection, other alternatives may wish to be explored first. Continued monitoring, creative thinking and discussion will be necessary to resolve this issue.



OBJECTIVES, POLICIES, AND PROGRAMS

The objectives, policies, and programs of the Circulation Element are intended to insure that a balance between transportation demands and community desires can be achieved.

LEVEL OF SERVICE

Objective: Define a minimum standard of congestion acceptable to the community which guides public investment and allowed development.

Policy 1: *Level of Service C shall be the acceptable standard for circulation within the City with the exception of the Village area.*

Policy 2: *In Capitola Village and its portals, slower speeds are desirable and some delay will be acceptable. Level of service D shall be the acceptable standard in this area.*

Policy 3: *Major developments or General Plan amendments will be required to demonstrate that the desired level of service is maintained.*

Implementation:

(1) The Public Works Department will design and construct the improvements necessary to provide for development consistent with the General Plan.

(2) The Public Works Department will monitor traffic on

a regular basis to insure that improvements planned may be scheduled prior to deterioration of level of service below the desired standard.

FREEWAYS

Route 1 is the only Freeway in the City of Capitola.

Objective: Seek to enhance and maintain the capacity of Route 1 as the major regional route to and through Capitola.

Policy 4: *Support Regional agency's efforts to increase the capacity of Route 1 to accommodate forecast traffic. Forecasts of traffic made by the Santa Cruz County Transportation Commission indicate a need for eight lanes on Route 1 through the City of Capitola. Serious consideration should be given to developing a facility with some reserve for the future. Route 1 is the major east-west arterial through the area and there is little if any potential to increase capacity on other east-west routes.*

Policy 5: *Support the improvement of the Route 1 interchanges in the City of Capitola to the extent that they serve the Capitola Community.*

ARTERIALS

The arterials in Capitola are Bay Avenue, Brommer Street, Capitola Road, Capitola Avenue from Bay Avenue to Monterey Avenue, Clares Street from Capitola Road to 41st Avenue, Cliff Drive, Gross Road from Soquel Avenue to 41st

CAPITOLA GENERAL PLAN

Avenue, McGregor Drive, Monterey Avenue from Capitola Avenue to Park Avenue, Park Avenue, Portola Drive, Stockton Avenue from Wharf to Capitola Avenue, Wharf Road from Capitola Road to Stockton, and 41st Avenue.

Objective: Seek to enhance and maintain the ability of the arterial street system to provide for inter and intra-city travel.

Policy 6: Discourage diversion of traffic to local streets by providing maximum capacity on arterial streets and locating high traffic-generating uses on arterial streets.

Policy 7: Whenever possible implement solutions which improve the efficiency of the arterial system without major widening.

Policy 8: Combine driveways serving small parcels and maintain adequate distance between driveways to permit safe merging.

Policy 9: Combine major parking areas to improve the flow between developments and reduce the effects on the arterial system.

Policy 10: Provide turn lanes where needed to preserve through movement.

MINOR ARTERIALS

The minor arterials in Capitola are designated as Capitola Avenue from Bay Avenue to the City Limits, Clares Street, Kennedy Drive from Monterey Avenue to Park Avenue, Monterey Avenue from Bay Avenue to Kennedy Drive, Wharf Road from Capitola Road to the City Limits, and 38th Avenue from Portola Road to Capitola Road. These streets equally provide for through movement and access to residential development.

Policy 11: Protect the ability of minor arterials to provide for through traffic while maintaining the livability of the street.

Policy 12: Maintain the minor arterials as the community's alternate accessways to the City.

LOCAL STREETS AND COLLECTORS

Objective: Maintain the livability of local and collector streets while preserving the safety of travel on them.

Policy 13: Discourage traffic on collector streets in excess

of 5000 vehicles per day and on local streets in excess of 1000 vehicles per day.

Policy 14: Consider using traffic control measures, such as narrowing street openings, turn prohibitions, one way streets or street closures to limit traffic on local and collector streets exceeding the desired standard. The implementation of such measures require careful planning and traffic analysis at a neighborhood level.

REGIONAL TRAFFIC

Objective: Maintain a high level of service for access to the regional commercial area along 41st Avenue.

Policy 15: Place priority on circulation capacity improvements in the Capitola Mall environs.

Policy 16: Encourage improved regional access on accessways to the regional shopping center such as along Capitola Road and 41st Avenue.

Policy 17: Maintain an east-west corridor through Capitola along Capitola Road from the City Limits to Wharf Road, Wharf Road from Capitola Road to Stockton Avenue, Stockton Avenue from Wharf Road to Capitola Avenue, Capitola Avenue from Stockton Avenue to Monterey Avenue, Monterey Avenue from Capitola Avenue to Park Avenue, Park Avenue from Monterey Avenue to McGregor Drive, Highway One or the City limit.

Objective: Recognize that slower travel speeds and longer delays are acceptable in the Capitola Village area.

Policy 18: Discourage traffic circulation improvements which detract from the village design, pedestrian orientation, and small scale.

Policy 19: Advise and guide motorists through the village area with village design standards, village landscaping, signing and enforcement programs.

Policy 20: Design Capitola Road from 45th to Wharf Road, Bay Avenue from Central to Monterey Avenue, Capitola Avenue from Bay Avenue to Stockton and Monterey Avenue from Park Avenue to Capitola Avenue as village entrances.

The design objective places priority on pedestrian travel over the free flowing movement of motor vehicles.

Policy 21: *Preserve alternate community accessways for local residents.*

Objective: Provide reserve capacity for regional and recreational traffic through the use of the beach shuttle program.

Policy 22: *Maintain and expand the existing parking lot for the beach shuttle program.*

Policy 23: *Maintain and improve the shuttle system with such measures as new vehicles, improved signing, revised routing, or dedicated travelways.*

CLIFF STREET

Objective: To the extent possible maintain access from Cliff Drive into the Village area.

Cliff Drive serves a critical function in providing access to the Capitola Village area. This street is part of the southernmost east-west link through Capitola. Traffic volumes on Cliff Drive are higher than those of Capitola Road as it approaches the village. The effects of rerouting traffic to the two lane section of Capitola Road are potentially severe, but could alleviate delay experienced at the intersection of Wharf Road and Cliff Drive.

Policy 24: *Consider alternate realignment of Cliff Drive to ease the burden of traffic along cliff edge. One possible proposal includes shifting alignment to areas adjacent to railroad right of way.*

TRANSIT

Objective: Support transit operations which have demonstrated the potential to attract travelers from automobiles.

Policy 25: *Support continuing operations by a public transit district.*

Policy 26: *Provide adequate transit facilities such as bus stops and transfer stations as a part of development.*

Policy 27: *Improve existing bus stops to provide a safe and convenient access as well as waiting area.*

Policy 28: *Develop creative and innovative transit opportunities in the City of Capitola, including the use of existing and extended rail facilities.*

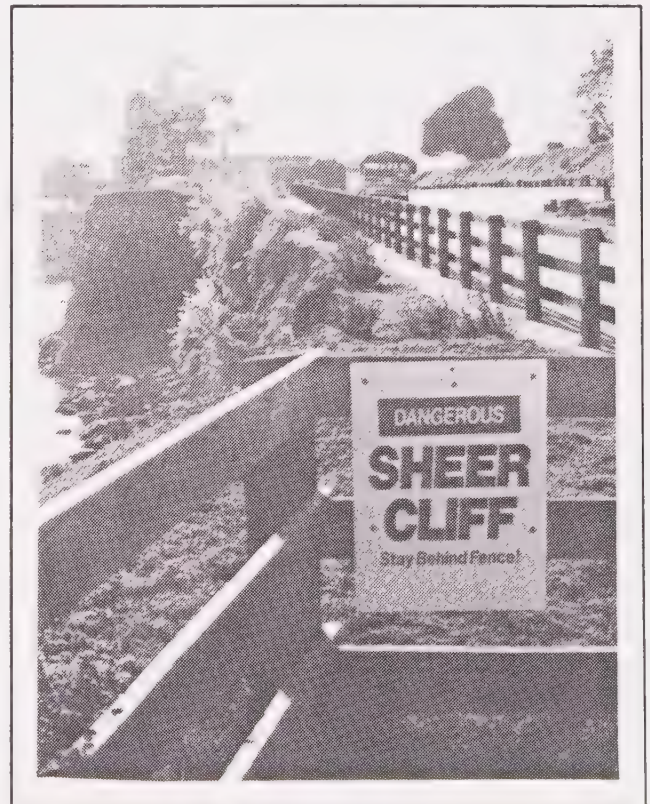
Policy 29: *Support paratransit alternatives for those who are unable to drive or use public transit.*

BICYCLES

Objective: To promote a safe, efficient bicycle system as a viable mode of transportation within the City of Capitola. To the extent possible provision for bicycles will be made on all major roads in the City. The Bikeway Plan recommended is intended to connect to the County bikeway system and to provide a system through the City and to its major attraction points.

Policy 30: *Support the development of the bikeway system as planned.*

Policy 31: *Every effort shall be made to provide for bicycles along all arterials and minor arterials. The desired objective is a Class II bikeway as depicted on page 69.*



The cliffs by Cliff Drive are eroding annually at a steady rate



Shuttle bus stop by the Esplanade

Implementation:

(1) Develop a system of bikeways including bike lanes and bike routes along designated corridors as shown in the Capitola General Plan Bikeway Plan Map.

Responsibility: Public Works

(2) Bicycle safety efforts will be continued through the City Police Department and supported at the County level.

(3) Bicycle facilities will be maintained by the Public Works Department.

(4) Bicycle facility development will be included in the Capital Improvement Program by the Public Works Department.

(5) Signalized intersections along designated bikeways shall be designed to be sensitive to bicyclists, where necessary. Responsibility: Public Works Department.

Policy 32: Require bicycle parking or storage facilities at new private and public developments where appropriate.

Policy 33: Give equal consideration to bicycles moving through the village area, as is given automobiles.

Policy 34: Bicycle facilities are not recommended on collector streets unless traffic volumes are close to the limits of collector street standards and/or bicycle traffic is estimated will be high or related to school or park access.



PEDESTRIANS

Objective: To promote a safe and convenient pedestrian system of pathways and sidewalks along the major streets and activity areas in the City. A number of corridors have been identified as critical elements for a comprehensive system of pedestrian walkways or sidewalks. This system is identified in the Pedestrian Plan. This system is not intended to discourage sidewalks in other locations within the City

Policy 35: Support the development of a pedestrian system as planned.

Implementation:

(1) A program of projects to develop the Pedestrian Plan will be included in the Capital Improvement Program.

Responsibility: Public Works Department.

Policy 36: Where feasible and consistent with the Pedestrian Plan, pedestrian facilities should be provided along the frontage of new development.

Policy 37: The pedestrian system should be designed to accommodate persons with physical disabilities.

PARKING

Objective: Encourage the development of convenient parking facilities consistent with the anticipated demand.

Policy 38: All new development in the City shall provide parking consistent with the requirements identified in the parking ordinance or in an estimate of parking demand, whichever is higher.

Policy 39: Parking pricing methods, such as parking meters, will be used to moderate demand and to finance transit as well as parking facilities.

Policy 40: The use of parking design standards for compact vehicles should be encouraged to increase the available parking supply and to reduce the amount of non-porous surfacing devoted to parking areas, wherever possible.

FINANCING

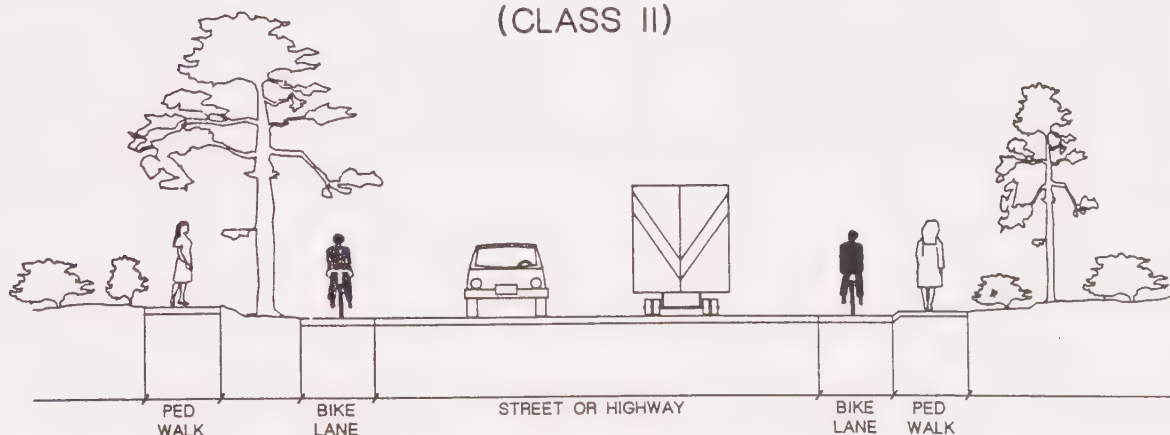
Objective: To promote a financing strategy for circulation improvements which is directed at the users who have the impact on the system.

Policy 41: Support the establishment of assessment districts for the construction of facilities serving existing development, such as sidewalks and road improvements.

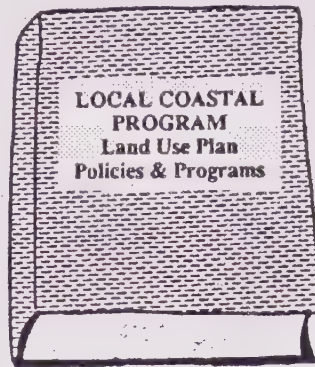
Policy 42: Pursue all federal and state financing available for transportation purposes.

Additional policies for bikeways are included in the Open Space, Parks and Recreation section (Chapter 5) of this document. The illustration below shows the recommended design for bike lanes throughout the community.

BIKE LANE (CLASS II)



LOCAL COASTAL PROGRAM POLICIES



Policy 43: It shall be the policy of the City of Capitola to maintain the existing shuttle bus system so that it serves as an alternative to automobile use and parking within the Village. Furthermore, the City shall continue to seek out and implement other parking alternatives that may become available in the future. The intensity of development within Capitola Village shall be limited to the availability of parking.

Implementation:

- (A) Acquire a shuttle bus parking lot.
- (B) Develop a financing mechanism for the shuttle bus.
- (C) Periodically review parking innovations in other coastal communities for possible use in Capitola.

Policy 44: Since large open parking lots are visually disruptive and pre-empt valuable land locations from being used for the kind of human activity that translates into Village life, the current public parking supply in the Central Village area should not be increased by covering more land. If peripheral parking

areas, or other alternatives, are to be developed, they should be designed, operated and maintained as a visual resource to the Village.

Implementation:

- (A) Develop ordinance that limits development to the provision of additional parking.
- (B) Acquire long-term use of land for remote parking lot to serve the shuttle bus system.
- (C) Develop a permanent shuttle bus financing system to operate as long as there is a parking shortage. Develop objective criteria for determining the existence of a parking shortage, including shuttle bus ridership use. Provide that the discontinuance of the shuttle system requires prior approval of the Coastal Commission.
- (D) The City shall periodically review alternative transportation systems being utilized by other coastal communities for application in Capitola.

Policy 45: Current traffic circulation patterns in the Village are to be maintained, or revised only to insure public safety. Increased speed of circulation throughout the Central Village area is to be discouraged as a means of keeping the slow pace now part of the Village character.

APPENDICES

- List of Persons/Agencies Contacted
- List of Meetings of General Plan Update Committee
- Capital Improvement Program
- Housing Element Technical Appendix

Persons or Agencies Contacted During General Plan Update Process:

Soquel Creek Water District, (Mr. Bob Johnson)
Santa Cruz County Sanitation District, (Mr. Tom Bolich)
Soquel Elementary School District, (Mr. Dick Moss)
Soquel High School, (Mr. Marty Kravitz)
Santa Cruz Water Department
Central Fire District, (Ms. Cathy Pini)
Planning Department, City of Santa Cruz, (Mr. Pete Katzlberger)
Planning Department, County of Santa Cruz, (Mr. John Warren)
California Coastal Commission, (Mr. Dave Loomis)
Police Department, City of Capitola, (Mr. Don Braunton)
Public Works Department, City of Capitola, (Mr. Larry Perlin)
City Manager, City of Capitola, (Mr. Steve Burrell)
Soquel-Capitola Community Activities Agency, (Ms. Rebecca Doerr)

Meetings Held During the General Plan Update Process

Neighborhood Meetings:

- January 13, 1988 • Depot Hill and Village Neighborhood
- January 20, 1988 • Upper Village Neighborhood
- January 27, 1988 • Cliffwood Heights Neighborhood
- February 3, 1988 • 41st Avenue Neighborhood
- February 17, 1988 • Jewel Box Neighborhood

City Staff Meeting

- March 15, 1988 • Needs Assessment with City Department Heads

General Plan Update Committee Meetings

- April 20, 1988 • Introductory Meeting and Goal Setting
- May 4, 1988 • Open Space and Conservation Elements
(Presentations by Rebecca Doerr, Soquel-Capitola Community Activities and Gayle Ortiz, member of Rispin Task Force)
- May 18, 1988 • Open Space and Conservation Elements
(Presentation by Steve Burrell, City Manager, on location of school sites within Capitola city limits)
- June 1, 1988 • Open Space and Conservation Elements
- June 15, 1988 • Open Space and Conservation Elements
- June 29, 1988 • Safety Element
(Presentation by Don Braunton, Chief of Police)
- July 13, 1988 • Safety and Housing Elements
(Presentation by Mr. Larry Perlin, Public Works Director)
- July 27, 1988 • Housing Element
- August 10, 1988 • Circulation Element
- August 24, 1988 • Circulation and Noise Elements
- September 7, 1988 • Circulation and Noise Elements
- September 21, 1988 • Noise and Housing Elements
- October 5, 1988 • Land Use Element
- October 19, 1988 • Land Use Element and Capital Improvements Program
- February 15, 1989 • Review of Draft General Plan
- March 30, 1989 • Joint Meeting with Planning Commission and City Council
- April 27, 1989 • Joint Meeting with Planning Commission and City Council
- May 25, 1989 • Joint Meeting with Planning Commission and City Council
- June 29, 1989 • Joint Meeting with Planning Commission and City Council



CAPITAL IMPROVEMENT PROJECTS

The following list was developed based on the programs and policies developed in the 1989 General Plan. The improvements are listed in order of priority.

1. Construct a bridge over Soquel Creek between Peery Park and the Rispin Mansion. The bridge should be designed to accomodate both foot and bicycle traffic and should be considered as an east-west link between the City neighborhoods in case of an emergency.
2. Evaluate feasibility of installing a boom for containment of accidental hazardous materials spill in Soquel Creek (to be done in conjunction with #1 above).
3. Install traffic Improvements on 41st Avenue:
 - ✓ 41st Avenue and Capitola Road Intersection
(lengthen walk cycles for pedestrian crossings)
 - ✓ Clares Street from 40th to 41st Avenue
(widen to four lanes, modify existing traffic signal at 41st)
 - ✓ 41st Avenue from Clares to Gross Road
(traffic medians, lighting and landscaping)
4. Develop a priority list and timeline for stormwater drainage improvements throughout City and undergrounding of utilities.
5. Develop a Disaster Response Plan.
6. Develop a maintenance plan for Stockton Avenue Bridge.
7. Develop an Emergency Access Plan for major access routes throughout the City.
8. Install a sidewalk along western side of Monterey Avenue from Escalona Avenue down to Village.
9. Install improvements on Capitola Avenue from Riverview Drive to Bay Avenue (curb, gutter, sidewalk and overlay)
10. Install stairway from Park Avenue down to New Brighton Beach.
11. Install proposed bikelines as shown on "Pathways and Bikeways" map in General Plan.
12. Install improvements on Capitola Road:
 - ✓ from 45th to Lincoln (streetscape, curb, gutter, sidewalk, underground utilities, landscaping)
 - ✓ from 41st Avenue to 45th Avenue (traffic medians, lighting and landscaping)
13. Install pedestrian path connecting Depot Hill area to Park Avenue
14. Install path from City parking lot behind City Hall down to Village
15. Install path along Soquel Creek from Peery Park to Highway One along both sides of creek.
16. Install improvements on Cherry Avenue, San Jose Avenue, California Avenue and Stockton from Capitola Avenue to Cherry
(reconstruct street, curb, gutter and sidewalk)
17. Install improvements on Esplanade/Monterey Avenue from San Jose Avenue to Park Avenue
(reconstruct curb, gutter and sidewalk)